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STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION
AND ECONOMY

MONTANA STATE SCHOOL FOR THE DEAF AND BLIND

(Report No. 50)

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REPORT ON

MONTANA STATE SCHOOL FOR THE DEAF AND BLIND

Introduction:

The Montana state school for the deaf and blind was established in 1893 as the "Montana Deaf and Dumb Asylum," at Boulder, Montana. The blind were admitted to the "asylum" because no institution for blind children had been established. The name of the institution was soon changed to "Montana School for the Deaf and Blind."

In 1919 there was established "in connection with and under the control of the Montana school for the deaf and blind, a Montana training school for feebleminded persons, for the training and detention of epileptics and feebleminded minors and adults."

In 1933, the legislative assembly made provision for the issuance of bonds to construct buildings at Great Falls "to be used in connection with the deaf and dumb asylum otherwise named by statute Montana School for (the) Deaf and Blind." A single building 50 feet by 300 feet, with an attached gymnasium-auditorium was constructed.

In 1937 the state board of education was instructed by legislative act "to transfer the school for the deaf and blind to the new building erected for that purpose at Great Falls, Montana. This act provided that "The new school for the deaf and blind at Great Falls, Montana shall be known as the 'Montana State School for the Deaf and Blind,' and shall be conducted as a separate unit, under the direction of the state board of education, with a local executive board to be appointed by the governor." This act also provided that the "Montana State Training School" should be conducted as a separate institution and that it should utilize, in addition to its own buildings, the buildings vacated by the school for the deaf and blind.

Just why the law of 1937 transferring the location of the school to Great Falls should provide for a change in the name of the school from "Montana School for the Deaf and Blind" to "Montana State School for the Deaf and Blind" is not clear. The latter title is apparently the legal name of the school in spite of the fact that the word "State" is not being used in the title in the publications of the institution.

Much of the work for the blind and deaf must necessarily be kept separate because the two types of defectives have little in common. However, the gymnasium and dining room are used by both groups and there is economy, of course, in providing but one administrative office, one heating plant, and a single kitchen.

Extent of Services Rendered:

Data showing the distances of the homes from which pupils come to the institution show that 74.1 percent of the blind pupils and 73.6 percent of the deaf pupils come from homes more than 100 miles from Great Falls. As of September 1941, either deaf or blind pupils, or both, were in attendance at the school from 36 of the 56 counties. No pupils were enrolled from other states. The counties furnishing the largest number of pupils were Cascade (17), Silver Bow (10), Yellowstone (7), Deer Lodge (6), Hill (6), and Park (6). These are the counties in which are located the cities of Great Falls, Butte, Billings, Anaconda, Havre, and Livingston, respectively.

The fact that Cascade County furnishes the largest number of deaf and blind pupils may indicate that the institution is better known locally than throughout the state and that parents are more willing to send their deaf and blind children to the school when it is located near their homes than when located at a distance. On the other hand, the greater number of pupils in the school from Cascade County may be the result of the establishment of residence in Cascade County by the parents of blind and deaf children who desire to be near their children.

The enrollment over a period of years has been as follows:

	Blind	Deaf	Total
1924-1925	27	71	98
1930-1931	18	87	105
1935-1936	21	91	112
1940-1941	22	97	119
1941-1942	27	87	114

In spite of the fact that the institution has been moved into a new building and away from the Montana Training School, there has been but little increase of enrollment since 1935-1936, when it was located with the training school.

General Control:

The statutes provide that "the general supervision and control of the Montana school for the deaf and blind is vested in the state board of education and a local executive board." Actually, the control of the institution resides in the state board of education, alone. No duties are specified by law for the local executive board.

The local executive board meets several times a year. The members inspect the plant and would be consulted in case any serious problem should arise in the institution, but the local executive board would not be authorized to take action unless such authority were delegated to that board by the state board of education. Whether or not there is need for local executive boards in the several institutions under the control of the state board of education is discussed in another report of this series.

Functions:

The functions of the Montana state school for the deaf and blind are stated by law, as follows:

"...to teach the English language to all deaf and dumb children of the state, and to furnish all children who are debarred from the public schools by reason of deafness, dumbness, blindness, or feeble-mindedness, with at least an ordinary public school education in all customary branches, and to train them into mastery of such trades as shall enable them to become independent and self-sustaining citizens. Increased facilities shall be furnished from time to time for the more thorough and successful training of those who may show a special aptness for acquiring said trades. This provision shall apply to the female as well as the male department of said school. For the sake of economy and to the end that aforesaid trades shall be practically taught to the pupils, it shall be the duty of the state board of education to see that all the work necessary to be done for the school, such as carpentering, printing, painting, baking, sewing, and the like shall, as soon as possible, be done by the pupils themselves, under the supervision of competent foremen or teachers, permanently or temporarily employed for that purpose."

The purpose of the school as stated in a publication of the institution is to provide "for the education of children too deaf or too blind to make satisfactory progress in the public schools."

While the vocational functions are not being fulfilled entirely in the manner contemplated by the provisions of the statutes, they are being met as well as reasonable financial support will permit and by participation to the extent that they can be met in an educational, rather than a custodial or eleemosynary institution. A publication of the institution states that

"In every sense of the word the institution is a school. No pupil is admitted except for educational purposes and those whose handicap includes mental deficiency are not enrolled. The school is in operation during the regular school term and is operated as a boarding school as pupils come from all sections of the state."

In summary, it may be said that the Montana state school for the deaf and blind is a residential and boarding school for children and adolescents who are deaf or whose hearing is so defective that they cannot learn in regular public school classes, or who are blind or whose sight is so defective that they cannot learn in regular public school classes. It is the function of the school to educate such pupils, as are admitted, in the use of oral and written language, in reading, and in the mastery of trades. The general education is in the customary branches. The school proposes to educate such handicapped pupils by specialized methods adapted to their limited possibilities for gaining sense impressions, and to furnish to capable pupils the opportunity for securing not only a common school education but a high school education as well.

Pupil Personnel:

Recruitment of Pupils: The president of the institution states that no regular field work is done as the numbers of applicants exceed the accommodations. On September 8, 1941, it was said that 120 pupils had registered and that there was a waiting list of 28 deaf or hand-of-hearing pupils and 12 blind or partially sighted pupils. It is not certain that all of these 40 waiting applicants had so little hearing or sight that they were eligible for admission. Anyway, only 114 of the registered pupils entered the school. Hence it should be possible for the school to accept six of the 40 waiting applicants.

The relationship with the department of welfare is rather vague. The bulletins of the school are sent to some of the employes of the department of public welfare. With a waiting list, there would seem to be little need for a field agent, assuming that a fair proportion of those waiting are qualified by the seriousness of their handicap. If recruitment is necessary, it would seem that employes of the department of public welfare, particularly those in the division of child welfare, could serve to induce parents to send their deaf and blind pupils to the school.

Admission of Pupils: Pupils are admitted between the ages of 6 and 18 years if they have not been graduated from high school. Last year, a number of children were admitted at 5 years of age. Application for admission is required. Pupils are admitted on probation, subject to their physical and mental ability to receive instruction. Not only the deaf and the blind but also the hard of hearing and the partially sighted are admitted. The president of the institution makes final decision as to the qualifications of pupils for admission.

The condition of handicap of pupils in the institution as of 1940-1941, was as follows:

Degree of Handicap	Number
75% to 100% loss in better ear	54
60% to 74% loss in better ear	20
40% to 59% loss in better ear	7
Less than 40% loss in better ear	16
Totally blind	5
Light perception to 20/200	7
Light perception between 20/200 and 20/70	8
Light perception better than 20/70	2

In 1940-1941, new pupils admitted to the institution were of the following ages and grades:

Age	Deaf	Blind	Grade	Deaf	Blind
5	7	-	Beginners	9	-
6	9	-	1	9	1
7	-	1	4	-	1
8	1	1	5	-	1
11	-	1	6	-	1
12	1	1	7	1	1
13	1	-	8	3	1
14	1	1	10	3	-
15	3	-			
16	2	1			
Total	25	6	Total	25	6

Seven deaf pupils were admitted who had already advanced to the upper elementary or high school grades. These were probably partially deaf children or children who had become deaf after making considerable advancement in the public schools. There were however, nine pupils who were admitted from ages 8 to 16 years inclusive. The school can furnish specialized training much better at early ages. Enrollment of young children should be encouraged, though the school should, of course, be open to older children who have become deaf or blind.

Retention of Pupils: Pupils leave the institution for various reasons besides graduation from high school. Among these are change of residence to another state, ill health, and transfer to public or vocational schools. Of 14 deaf pupils who left the school last year, seven had been in the institution less than two years and of three blind pupils who left, two had been in the institution less than a year. Six of the 14 deaf pupils who left the institution had not reached the age of 13 years.

Age-Grade Distribution of Pupils. From age-grade distribution tables on file, the following summary of relationships between ages and grades as they now exist for all pupils enrolled, may be made:

Age-Grade Relationship	Deaf	Blind
Accelerated one year	2	3
At normal grade	16	3
Retarded one year	15	7
Retarded two years	17	5
Retarded three years	12	4
Retarded four years	8	4
Retarded five years	15	-
Retarded six years	1	1
Retarded seven years	1	-
Total	87	27

The average is about two years of retardation. This is not serious when the handicaps of the children are considered. However, it should be recognized that the grades, particularly for the deaf, are not comparable with public school grades. Some superintendents of schools for the deaf consider their high school graduates to have an education that is comparable, on the average, with the ninth or tenth grade level in the public schools.

The age and grade distributions of all pupils enrolled may be grouped separately as follows:

Age	Deaf	Blind	Grade	Deaf	Blind
6-8	15	4	1-3	18	5
9-11	11	4	4-6	26	10
12-14	21	9	7-8	28	10
15-17	32	9	9-12	15	2
18-19	8	1			
Total	87	27	Total	87	27

There were no deaf children eight years of age.

No deaf children are enrolled in grades 3, 10, or 12. No blind children are enrolled in grades 3, 4, 9, 10, or 12. The lack of pupils in certain grades is probably due to the relatively few children enrolled in the school, particularly in the high school grades It is a great advantage in arranging the instruction schedule for the school to have pupils grouped into certain grades. The difference in difficulty of subject matter in successive grades is not so great but that it should be possible to group pupils in such manner as to have a few vacant grades as a policy of the institution.

Eighteen deaf pupils were enrolled in grade seven. That grade was divided into two sections on the basis of ability.

The data presented in tabular form show that 70 percent of the deaf children and 70 percent of the blind children are from 12 to 19 years of age. With only 30 percent of the children from 6 to 12 years of age it may be concluded that many children probably enter the school at advanced ages, some because of loss of hearing or sight during childhood or adolescence but others doubtless because their parents simply did not send them at an early age.

Organization and Staff:

List of Staff Positions: The organization of the staff, as of recent date, was as follows:

Title of Position	Months Employed	Number of Positions	Salary
President	12	1	$2,700M(a)
Secretary and bookkeeper	12	1	960
Head teacher, primary department	9	1	1,540
Teacher of deaf	9	3	1,315
Teacher of deaf	9	3	1,315
Teacher of deaf	9½	1	1,400
Teacher and supervisor	9	1	795M
Woodwork instructor and supervisor	9	1	1,150M
Leatherwork instructor	9	1	1,315
Printing instructor	9	1	1,315
Sewing teacher and supervisor	9	1	795M
Physical training instructor	9	1	900
Head teacher of the blind	9	1	1,540
Teacher of the blind	9	2	1,315
Music instructor	9	1	1,315
School physician (part time)	9	1	500
School dentist	9	1	Fees
Assistant to the president	12	1	1,240M
Nurse	9	1	675M
Girls' housemother	9	1	500M
Boys' housemother	9	2	500M
Domestic	9	1	270M
Cook	12	1	720M
Baker	9	1	450M
Kitchen helper	9	1	270M
Dining room helper	9	2	270M
Laundry worker	9	1	450M
Engineer and caretaker	12	1	1,980
Assistant caretaker	12	1	1,720

(a) Includes furnished house
M Full maintenance

The organization of the staff and the relationship among positions appears to be logical and effective in the main. Head teachers have been appointed for the blind and the primary deaf children. These head teachers teach classes and the head teacher of the blind also serves as librarian of the Braille library. It might be well to complete the plan and to appoint a head teacher of the intermediate and advanced division (including the vocational subjects) for the deaf.

The correct title of the chief administrative officer of the school is in doubt. The law refers to the position as "superintendent" though it does not specifically name the office. It is customary to refer to the office as that of "president." It is recommended that the title be designated as "superintendent" hereafter, in order to agree with the title in common use in most other states.

Adequacy of Staff: It is very difficult to plan work in such manner as to operate effectively and economically a resident school for both deaf and blind, with small enrollment in each division, and with grades for each division through both the elementary and high school. It can be done only by the assignment of various types of work to many of the individuals who constitute the staff. This is the general practice in nearly all residential schools, but in a small school for both deaf and blind it is necessary that a considerable number of the positions be combined. This is the practice far more than is indicated by the titles of the positions.

Data are not available for a comparison of the ratio of pupils to all employes of the institution among the several state schools for the deaf or the deaf and blind. This year the Montana school employs 36 persons and has an enrollment of 114 pupils in both the deaf and blind divisions. This is an average of 3.2 pupils per employe.

Comparisons may, however, be made of the ratio of pupils to teachers in schools for the deaf and the deaf divisions of schools for the deaf and blind in 1939-1940. These comparisons are as follows:

School	Number of Pupils	Number of Teachers	Pupils per Teacher
California	333	42	7.9
Washington	167	22	7.6
Minnesota	290	41	7.1
Oregon	139	20	7.0
Nebraska	190	29	6.6
Montana	90	14	6.4
Kansas	193	30	6.4
Utah	131	21	6.2
Colorado	205	36	5.7
South Dakota	103	18	5.7
North Dakota	138	25	5.5
Arizona	96	18	5.3
New Mexico	125	24	5.2
Idaho	91	20	4.6

In spite of the fact that the division of the deaf in the Montana state school for the deaf and blind had both the fewest pupils and the fewest teachers of any of the schools, it had slightly more than the median number of pupils per teacher in its division for the deaf. This year, however, more teachers of the deaf are employed and there are fewer deaf pupils so that the ratio would be lower. Since there are 114 deaf and blind pupils this year and 18 teachers, the ratio of pupils to teachers in the entire school would be 6.3. The conclusion is that the instruction staff is adequate but not excessive.

This conclusion, likewise, applies to the rest of the staff.

Qualifications of Staff: The average age of the teaching staff is 38.8 years. Six members are above that age and 12 members are below the average age. Average experience has been as follows:

	Years
Teacher in this school	12.1
Teacher in other schools for the deaf or blind	1.9
Other educational work	2.1
Other work	0.2
Average working experience	16.3

Only six of the teachers have had experience in other schools for the deaf or blind and only five have had experience in other educational work.

Nine, or half of the teachers, hold bachelor's degrees, though 15 of the 18 teachers have attended college. On the average, the teachers have attended college for 3 years. Only three teachers indicated that they hold special certificates for teaching the deaf or blind, and only four teachers show that they have had special training. Only two of the teachers had written articles on the teaching of the blind or deaf.

In summary, it may be said that the staff in general is fairly suitable. Fifty percent is a fair proportion to have been awarded college degrees, but most of them should have had special training in teaching the deaf or blind and it would be advisable to select teachers who have had experience in teaching the deaf or blind in other institutions.

Curriculum and Instruction:

Instruction Facilities: The school is in session for nine months of each year. Pupils return to their homes for the summer months. Classes are in session for 5½ hours daily. Class periods are 45 minutes for the deaf and 30 minutes for the blind. School sessions are about the same as in the public schools.

The library for the deaf is reported as 5,500 printed books, of which 150 were added in 1940-1941. For the 96 deaf pupils enrolled that year, there would be a ratio of 57 books per pupil. This is far in excess of the number of books per pupil usually found in schools for the deaf and still further in excess of the number of books per pupil in most public schools. A few of the books, however, are technical books on the instruction of the deaf, for use by members of the faculty. However, the number of books for pupil use would still be very large. Very few new books were added last year and very few need to be added for five or six years, or until some of the present stock have been discarded.

The library for the blind consists of 3,200 Braille volumes and 250 printed volumes, many of them specially printed with large type for pupils with partial sight. Last year, 500 volumes were added. It requires from 15 to 20 very large Braille volumes to be the equivalent of a printed volume. Braille volumes and other specially prepared material for the blind are furnished to the value of $17 per pupil from federal funds. There is little need for the further development of a Braille library other than the addition of books furnished year after year by the federal government. The library should be fully adequate for study of 20 to 25 blind and near-blind children.

Instruction of both the deaf and the blind requires the use of specially prepared instruction aids. Since the deaf have lost their sense of hearing, they must depend upon other senses, particularly the senses of sight and touch, for gaining the sense impressions that are the foundation of all learning. Likewise, the blind must depend upon their other senses, particularly upon the senses of hearing and touch. Hence, the special instruction of the deaf and the blind requires considerable specially prepared materials to compensate partially for the sense impressions received by a normal child, but a part of which are not received by the blind or deaf child. In general, these are adequately provided.

The only additions suggested are that probably another room should be equipped with group hearing aids; and probably more talking books should be purchased because the reading of Braille, at best, is a slow and laborious process.

Curriculum: The educational work of the institution is organized into five curricula, with grades and enrollment of each for 1940-1941 as follows:

Curricula	Pupils
Deaf:	
Primary, grades 1 to 5, inclusive	42
Intermediate, grades 6 to 8, inclusive	44
Advanced, grades 9 to 12, inclusive	9
Blind:	
Elementary, grades 1 to 8, inclusive	20
High school, grades 9 to 12, inclusive	2

The figures for the current year are somewhat different from those for last year. This year, the beginners, third, tenth, and twelfth grades have no deaf pupils enrolled, though the seventh grade for the deaf is divided into a. and b. sections. This year the third, fourth, ninth, tenth, and twelfth grades have no blind pupils enrolled. However, the organization of curricula provides work in all grades from 1 to 12 for deaf and blind.

Cutting across the vertical form of organization, as shown here, are the vocational curricula for the deaf and the blind.

Courses of Study: The staff has made brief courses of study for special training of deaf pupils in the first five grades. The courses of study are useful, but are brief and tend to stress subject matter rather than methods and devices for teaching it. The staff is too small, and too busy, to develop more complete courses of study than it has done. Exchanges are made with other schools and the courses of study received by exchange are very helpful to the teachers.

The school uses the regular public school courses of study, prepared under the direction of the state department of public instruction, for intermediate and advanced grades. These are not entirely suitable for the instruction of either deaf or blind pupils, partly because of lack of specially prepared materials, partly because of the impossibility of either group using some of the activities suggested for normal children, and partly because of the inevitable retardation of deaf and blind pupils.

While the faculty is too small to prepare elaborate courses of study, it might well extend the work it has begun to grades 6 to 12 for the deaf pupils and make similar brief courses of study for auditory and tactual training, including the reading and writing of Braille and the use of talking books, for all grades for the blind.

Special Types of Instruction for the Deaf: Most schools for the deaf give oral speech and lip reading instruction to the brighter deaf pupils and give manual instruction to a small proportion of pupils who, it is assumed, cannot learn oral language. The Montana school uses the oral method only, for class instruction, though signs and finger spelling are permitted on the playground and are used in the shops taught by deaf instructors. While signs are used occasionally in classrooms the work is carried on with very little resort to signs or spelling. To a greater extent than in many schools for the deaf, the teachers address the pupils orally and they respond or attempt to respond orally.

Rhythm training of the deaf is important not only as sensory training but also as a means of giving deaf pupils some notion of accent, which is so difficult for them to learn in their speech. Rhythm training by means of a piano, a toy orchestra, and dancing and other movements, is given to the deaf.

Special Types of Instruction for the Blind: The blind have no more native musical ability than the general population, but music is a field in which they have opportunity to develop any latent musical talent they may possess. One teacher is employed to give music instruction, and both vocal and instrumental music is taught to every blind pupil of the school, when he enters, and is continued for those who are able to profit by the instruction.

Typewriting cannot be a vocation for the blind, because their handicap makes it practically impossible for them to secure secretarial or office positions. However, instruction in typewriting is taught to blind pupils in the school because of its importance for the blind who have so much difficulty in learning script. For

many of them it is also an important means of written communication with sighted people.

Academic Education: Deaf pupils have difficulties in securing an education because they must learn, after they start to school, to speak, understand, write, and read the English language and to think in terms of oral language if their education is to be effective. As a basis for learning, they are first trained in sense perception, rhythm, language, vocabulary, reading, spelling, handwriting, oral speech, speech reading, and numbers. Their training is gradually transferred to subjects of study, such as composition, arithmetic, algebra, science, history, geography, and the like.

The blind, likewise, must start with oral speech and gain experiences that will enable them to read and write Braille, to learn from the radio on the phonograph, and to express their thoughts on the typewriter. Because they can speak and understand oral language and hence have the principal medium of thought, their education is somewhat simpler than the education of the totally deaf.

Subjects studied from grades 6 to 11 inclusive are as follows: reading, language, literature, English composition, geography, history, citizenship, government, science, arithmetic, and algebra.

The academic education given both the deaf and the blind seems to be as effective as would be expected, considering the handicaps of both groups. More than anything else they, as similarly handicapped everywhere, need curricula that take account of their limitations for receiving sense impressions and experiences.

Vocational Education: Children in the fourth and fifth grades are taught handwork of various kinds. Vocational subjects are taught in the intermediate and high school grades to both deaf and blind pupils. Since the school has small enrollment, it would be very expensive to give vocational training in very many trades. The school gives training in fully as many trades and occupations as is warranted by its enrollment of 114 pupils, this year, divided among

Primary deaf boys
Primary blind boys
Primary deaf girls
Primary blind girls
Intermediate and advanced deaf boys
Intermediate and advanced blind boys
Intermediate and advanced deaf girls
Intermediate and advanced blind girls

It is only the intermediate and advanced pupils who are old enough for any sort of vocational training and most of the intermediate pupils are too young for the learning of difficult vocational tasks. There are, at present, 70 pupils in grades above the fifth, and these are divided into four groups, namely: deaf boys, blind boys, deaf girls, and blind girls. Even though some of the subjects are the same, the pupil groups must be taught separately. Because of this,

it is impracticable to offer many vocational subjects to each group. The vocational subjects taught to the several groups are as follows:

Deaf Boys:

Woodworking - carpentry and cabinet making
Shoe repairing
Art Leatherwork
Printing and linotype operation

Blind Boys:

Piano tuning
Rubber mat making
Basketry and reed work
Net making
Radio and phonograph repair work
Typewriting

Deaf Girls:

Weaving, rugs and cloth
Sewing and mending
Fancywork
Cooking and canning
Typewriting

Blind Girls:

Weaving, rugs and cloth
Sewing and mending
Fancywork
Cooking and canning
Typewriting

It would not be advisable for the school to undertake the offering of instruction in any additional vocations. On the other hand, these vocations are taught for the most part by teachers of academic subjects or supervisors, and several vocations are taught by one teacher, with the result that little could be saved by reducing the number of vocational courses.

Printing is the most popular vocational course for boys, It includes composition, linotype, and presswork. Since it is a popular course, probably a cylinder press should be added to the printing equipment as soon as funds are available.

Physical Education: Until the present year, physical education was taught by a WPA employe. This employe is now on the payroll of the school and teaches both boys and girls, deaf and blind.

No blind pupils and only five deaf pupils were excused last year from physical education because of poor health or physical incapacity.

The teacher of physical education teaches folk games (to elementary school pupils), calisthenics, Swedish gymnastics, tumbling, pyramid building, parallel bars, and horizontal bars. He teaches games to the older pupils and supervises their play in football, basketball, baseball, volley ball, badminton, track, and the like. He coaches athletics and also supervises outdoor recreation on Saturdays, which includes hikes, ice skating, indoor swimming at the Y.M.C.A and playground activities. There are also other recreational activities.

The gymnasium is equipped with dumbbells and Indian clubs that are not used and do not fit into a modern physical education program.

No corrective physical education is given. This should be done, particularly for the blind who develop postural defects.

Separation of Hard-of-Hearing from Deaf Pupils: With the new method of teaching hard-of-hearing pupils in rooms equipped with sound amplifiers to be attached to the heads of pupils, which are of no value to totally deaf pupils, and considering the difficulty totally deaf pupils have in learning to speak, it would seem that consideration should be given to separation of the deaf from the hard-of-hearing. It would not be practicable, however, to form three distinct groups, such as blind, deaf, and hard-of-hearing, in such a small school, each to be graded from grade 1 to grade 12. That would greatly increase the staff requirements. It is suggested that the deaf be separated from the hard-of-hearing, and that grades from 1 to 8 largely be forgotten in the classification of pupils. The deaf pupils could be grouped into three or four classes and the hard-of-hearing pupils - a much larger group - could be grouped into four or five classes. There is little reason for using a graded system in a school where individual instruction is required anyway.

Pupil Welfare:

The school for the deaf and blind is a residential school for nine months each year. The school, therefore, assumes many of the obligations of a parent. While there is little need for specifically organized guidance in such a school, there is much need for guidance as occasion demands. Pupils are guided vocationally and educationally by teachers. Social guidance is divided among teachers, supervisors, and housemothers. Health guidance is under the direction of a nurse. Teachers guide children in their parties and outings and teach them in Sunday school classes. The housemothers direct pupils in keeping their quarters clean and in making their beds. Provision for guidance and counseling is satisfactory in this small institution where there is an intimate relationship between the teachers, supervisors, and housemothers and the pupils they serve.

Deaf and blind children are no more subject to ordinary ailments than are other children, and under the care and routine of the institution, are probably less subject to them. Some of the partially sighted pupils need eye treatments and the care of the teeth and tonsils of deaf children is important. Dental examinations and extractions are done at the expense of the school but parents are expected to have cavities in teeth filled. Most major operations are made at the expense of parents. They also purchase glasses for such pupils as need them. It may be stated that health and medical service is very satisfactory, and is probably far superior to that received by normal children in the public schools.

All but the youngest pupils make their own beds and take care of their sleeping rooms. They dry dishes and wait on tables. Pupils also clean sidewalks and keep the grounds clean. Girls iron their own dresses.

Pupils make articles of woodwork, leatherwork, rubber mats, and baskets. In 1940-1941, a total of $138.70 was received from sale of products. No opportunities are furnished the pupils for earning money for themselves. It would be well, as a part of their education, if pupils could be furnished with opportunities to earn money at the trades they are learning. They should, at least, be paid the difference between the price for which the finished products sell and the cost of the raw materials used in the construction of the products.

There are adequate recreational activities for pupils such as boy and girl scout troops, literary societies, a stamp club, motion pictures, school dances, and special events and informal activities.

Subsistence and Living Conditions:

Parent Responsibilities: No charge is made to parents for the cost of board, lodging, laundry, ordinary medical service, or the daily supervision and care of children. Parents of deaf and blind children are relieved of these obligations for nine months a year, but are expected to provide transportation to the school and clothing for their children, and about $20 a year for incidental expenses such as haircuts, shoe repairs, toothpaste, and the like. An account is kept for each child for incidentals and parents are billed for the amount. Some do not pay. The law provides that counties shall pay for the personal expenses of indigent children in attendance at the school for the deaf and blind.

Board: The institution is a boarding school and board is furnished free to pupils. The meals are nourishing and fairly well balanced.

Expenditures for certain classes of foods in 1940-1941 were as follows:

Dairy products	$2,863.12
Meat	2,059.49
Vegetables	1,023.00
Fruit	678.77

The total cost of food and preparation of food has been estimated by the officers of the institution as 34 cents per pupil per day.

No record of the number of meals served is kept. This should be done for assistance in the planning of amounts of food required, in determining the amounts to be purchased, and for determining costs. Food is purchased only by the assistant to the president, through the state purchasing agent. Quarterly estimates are made. No file of standard servings and no recipes with standard quantities of foods prepared are kept. Such records should be kept to prevent waste in the preparation of the same kind of food on future dates.

The kitchen staff eats in a room off the kitchen. Among the teachers, those who are also supervisors board at the institution. The supervisors, housemothers, and nurse eat in a private dining room across the hall from the kitchen and the main dining room. The meals of the staff and pupils are usually identical except that sometimes the dessert varies. Children eat in the dining room, eight at a table. Two supervisors are on duty in the children's dining room. There is separation of blind and deaf pupils and of boys and girls.

It may be advisable to separate the blind from the deaf pupils since they can have little in common and mixed grouping would not improve the social situation at meal times. It is believed, however, to be unwise to separate the boys from the girls. Table manners and polite table conversation are more likely to be developed if the sexes are mixed. Also, it would be well if the teacher-supervisors and house mothers were to eat at the various tables with the children. This would help to develop their manners and make the situation more like the home situation in which parents and children eat together. It would have the added advantage of eliminating the requirement for two supervisors to move about the room while the pupils are eating.

Dormitory Rooms: Supervisors and housemothers have charge of the sleeping quarters for pupils. Four of them are in charge of the sleeping quarters of 73 boys and three are in charge of the sleeping quarters of 41 girls. The three supervisors are also teachers. Two women and one man are on duty at nights.

The capacity of girls' sleeping rooms is 42, and 41 girls occupy the beds of the rooms assigned to them. The capacity of the sleeping rooms for boys is 76, and 73 boys sleep in the rooms.

Bathing facilities are inadequate. For example, there are only two tubs and two showers for the use of 41 girls. This is an example of poor planning of the building, which was completed only a few years ago. While inconvenient, it is possible to schedule baths frequently enough for all pupils, and that is being done.

The dormitory rooms are arranged with 6 or 7 beds in each room. A chair is placed beside each bed. The rooms contain no other furniture. There are no places in the sleeping rooms where pupils may hang their clothes. Girls must carry their clothing from the sleeping rooms to a common locker room for girls and then carry their clothing back again for dressing in the mornings. This is a very inconvenient procedure. Some of the boys must use corridor lockers for their clothing and the corridors are not wide enough to warrant the placement of lockers in them. This whole condition arises from poor planning of the new building.

It is suggested that, to better the situation, three or four double deck beds be installed in each sleeping room; that the lockers be moved from the separate locker rooms and corridors to the sleeping rooms, and that a dresser or mirror be placed in each sleeping

room. This would free the locker rooms for use as sleeping rooms and would remove lockers from the corridors. It would also expand, slightly, the capacity of sleeping quarters and probably 12 or more additional pupils could be accommodated.

A situation that needs correction is that of a sleeping room door which opens outward across the top of the stairs at the south end of the third floor, blocking the stairs and endangering the live of pupils The situation is particularly dangerous for blind pupils. The door should be attached on the other side of the door frame, but the corridor lockers would now interfere with that plan. To make possible the change in the direction of opening that door is another reason the lockers should be removed from the corridor.

Laundry: A laundry is maintained on the ground floor, and is equipped with a mangle, washing machines, and several ironing boards. The mangle is serviceable but is not of the latest type. The laundry is in use each day of the week, on a carefully planned schedule.

The only pupil help used is that of girls who iron their own clothes. It might be well to investigate the possibilities for the employment of deaf girls in commercial laundries and, if good, to institute instruction in laundry work for them.

Bed clothing and towels are furnished by the school. Linens are not kept in one place. They should be kept in one place and a monthly inventory of linens should be made.

Physical Plant:

The inventory value of the physical plant is as follows:

Grounds	$ 3,300.00
Buildings and equipment	236,227.42
Total	$ 239,527.42

The value of plant for various schools for the deaf has been presented in the American Annals of the Deaf for January, 1941. The values per pupil may be compared for certain western states. Montana can be used in the comparison by using the total enrollment figure for 1939-1940. The combined schools for the deaf and blind in several western states, for 1939-1940, is not available so those states cannot be used. The comparison follows:

State	Value of Plant	Number Of Pupils	Value Per Pupil
Washington	$ 800,000	167	$4,790
New Mexico	547,678	125	4,381
North Dakota	574,850	138	4,161
California	1,007,920	333	3,027
South Dakota	260,000	103	2,524
Montana	225,000	106	2,122
Nebraska	403,300	190	2,121
Minnesota	783,067	290	2,011
Oregon	269,895	139	1,942
Kansas	322,282	193	1,669

According to these data, the Montana school ranked just below the median of the group in valuation per pupil. However, it should be remembered that many of the schools have old, useless buildings to include in the value of their plants, while the plant of the school in Montana is new.

It would appear that, as compared with other states, there is little need for additional plant facilities for the present enrollment.

The building in which the school is housed, though only six years old, was very poorly constructed. One year, a portion of the roof blew off and was replaced at considerable expense. Last summer the concrete ground floor had to be replaced and was then covered with asphalt tile. The cost was nearly $20,000. However, no repairs are needed now.

Sleeping quarters are adequate for present enrollment and can be expanded somewhat by the use of double deck beds and the removal of lockers to sleeping rooms, thus making the locker rooms available for sleeping, as has been suggested. The gymnasium-auditorium is adequate for both uses. The office suite is large. One of the large rooms could be released for classroom use if needed. The classrooms, shops, staff rooms, dining rooms, and kitchen are all adequate.

There is need for more storage room. It is suggested that the room now used as an employes' dining room be used as a storeroom.

There are 11 acres of school grounds. There is good landscaping, of a small part of the grounds, with a heavy stand of grass, evergreens, trees, and shrubs in front of the building. WPA assistance has been secured for this work. An irrigation system has been provided.

The building originally cost $225,000 and was constructed with the aid of the PWA. Outstanding bonds amount to about $173,000. Land grant income is pledged for the redemption of the bonds.

Receipts and Expenditures:

The resources for the fiscal year 1939-1940, as shown by the report of the president, were as follows:

Income from fire and other losses (a)	$1,161.65	
Fees for care - federal government (b)	459.42	
Trade school products sold (c)	191.47	
Subscriptions to school paper (d)	22.00	
Sundry income	59.71	
Total direct income		$ 1,894.25
Appropriations - salaries and expenses (e)		48,466.70
Income from interest and income (f)		15,742.27
Total		$66,103.22

(a) Reimbursement for wind damage to roof.
(b) The federal government pay for the care and education of Indian children at the school.
(c) No attempt is made to sell products, but a few are sold to visitors at the public exhibition of the work of the school.
(d) The school publication subscription is 50 cents a year. It is sent to all former pupils. A few pay the subscription price.
(e) The amount appropriated was $50,000 a year. A small part of the 1939-1940 appropriation was carried over to the year, 1940-1941.
(f) Interest and rental from federal land grant fund and land.

There is a slight variation in these figures from those shown in the legislative budget as appropriations and collections and which are as follows:

Appropriation - salaries and expenses	$50,000.00
Revolving fund	1,811.06
Interest and income fund	8,825.46
Interest and sinking fund	7,000.00
Total	$67,636.52

The appropriation for the support of the school was $50,000 in 1939-1940. The legislative assembly appropriated $55,000 for each year of the current biennium. A part of the "income from interest and income" is pledged for the payment of interest and the retirement of the building bonds.

The expenditures for the fiscal year 1939-1940 were as follows:

General administration (a)	$12,099.28	
Educational system - operation	23,542.51	
Educational system - repairs	11.53	
Physical plant - operation	9,461.87	
Physical plant - repairs	2,582.22	
Subsistence	11,962.65	
Total operating expense		$59,660.06
Capital expenses		2,961.01
Total expenditures		$62,621.07

(a) This amount was shown in the report of the president. However, it includes an amount of $2,675.56 for interest on bonds, so that the real expense of general administration was $9,423.72 as shown by the legislative budget report.

Value and Cost of Services Rendered:

Annual costs per pupil enrolled in the schools for the deaf of western states have been computed from data for 1939-1940, as published in the American Annals of the Deaf for January, 1941. The costs per pupil enrolled, including both blind and deaf, in the Montana state school for the deaf and blind, are shown to have been $518.87 for that year as compared with a median of $528.72 for ten states for which data were available.

The cost per pupil in the Montana state school for the deaf and blind was not excessive, considering the fact that enrollment is relatively small and that it is a combined institution for deaf and blind, which tends to increase costs in a school of given size.

The institution serves an important place in the educational system of the state. In a state where there are no large population centers, it is necessary and economical for the state, rather than school districts, to serve such a function as the education of deaf and blind children. The local communities do not have enough deaf children, and certainly not enough blind children to warrant establishing special day schools in many of the school districts of the state. All but two or three states maintain special schools for the education of deaf and blind children, and these two or three states pay the expenses for attendance of deaf and blind children at schools for the deaf or the blind in other states.

Not all deaf and hard-of-hearing, blind and partially sighted, persons are in the school. It may be roughly estimated that in a state having the population of Montana, there are probably about 130 deaf or hard-of-hearing children, who need to be in a special school. There are probably 45 blind or partially sighted children who need to be in a special school. Instead of an estimated 175 children who need to be in the school, there are 114 in the school. This is a higher proportion than are in the schools for the deaf and blind in many states.

No state has all deaf and blind pupils in a special school. It is stated that 40 children have applied for admission but have been refused because of lack of room. However, there is no assurance that all of those who have applied are eligible for admission.

Last year, five-year-old pupils were admitted. This is a commendable policy, but if there were a waiting list of eligible children, above six years of age, it would seem that some of the parents of those pupils who were refused admission would have registered complaints at the admission of pupils under the legal admission age of six years.

The institution is about full, of pupils, but is not seriously crowded at present. Room could be made for a few more. It might be well to await a crowded condition in the building before furnishing larger facilities for the school.

Montana State Commission for the Blind:

The Montana state commission for the blind was created by the legislative assembly in 1939 to take charge of welfare for the adult blind, but during the first two years of its existence no funds were provided to defray operating expenses. However, in spite of the fact that there were no administrative employes the commission held regular quarterly meetings during this period. The following are members of the commission:

President of Montana school for deaf and blind, ex officio, chairman
State supervisor of vocational rehabilitation, ex officio
Administrator of state department of public welfare, ex officio
Two members appointed by the governor for terms of three years (preference for one of the two members to be given to a blind person)

In 1941, the legislative assembly made an appropriation of $1,200 for the salary of a supervisor and $1,000 for expenses of the commission, each year of the biennium. At the beginning of the current fiscal year a state supervisor of the blind was appointed to carry out the work of the commission. This work consists primarily of assisting the adult blind through the distribution of talking books, placement of blind in vocations, instruction in Braille, and the establishment of vending stands to be operated by the blind. The commission for the blind is the official licensing agency for vending stands operated by the blind in federal buildings. In connection with its other work, the commission is taking a census of the number of blind persons in Montana.

The commission for the blind works in very close cooperation with the Montana school for the deaf and blind, the state supervisor of vocational rehabilitation, and the state department of public welfare.

Recent Legislative Bills Relating to the Education of the Deaf and Blind:

Four bills relating to the education of deaf, hard-of-hearing, blind, and partially sighted children were introduced in the legislative assembly in 1941, but none of them became laws. By request, these bills are given consideration in this report.

Compulsory Education of the Deaf and Blind: House bill No. 219 proposed to amend the law relating to the compulsory education of deaf and blind persons.

The present statutes provide that parents and guardians having control or custody of children who are too deaf or too blind to be educated in the public schools, must send their children having such defects, who are of lawful school age, to the institution for the deaf and blind for six months of each school year for eight years unless other provision, the possibilities of which are specified in the law, is made for their education or unless prevented by physical or mental disability of the children. The law provides that parents failing to comply with the provisions of this law shall be subject to fine.

The statutes also provide that school district clerks in each county shall report to the county superintendent of schools the names, ages, addresses, and names of parents of deaf, blind, and feebleminded persons between the ages of five and twenty-one years residing in their districts, under penalty of fine for failure to do so. The county superintendents of schools are required to send such lists to the superintendent of the school for the deaf and blind.

House bill No. 219, of 1941, proposed to amend the present law by changing the term of compulsory attendance from six months to the entire session of nine months. It proposed to include in the provisions for exemption from compulsory attendance at the school for the deaf and blind, the additional phrase "or in special sight saving classes or classes for the hard of hearing in the public schools of this state." It also would place upon "the president of Montana school for the deaf and blind" the duty of notifying each parent or guardian whose name appears on such list to make application for the admission of "such child or children to the school for the deaf and blind within thirty days after service of such notice" and, upon failure to comply, the president would be required to make an investigation and "if he deems it for the best interest of such child or children to make application for admission for and on behalf of said parent or guardian."

There may be some question as to the constitutionality of the present law, or of any law that would compel a parent, under penalty of a fine for refusal, to part with his child and send him away from home to reside in the school for the deaf and blind.

Assuming that the present law, and the law as it would have been amended by the bill had it passed, to be constitutional,

the proposed changes would appear to be intrinsically sound. If children are required to attend the school for the deaf and the blind, they should be required to attend the school for the full session. Also, the president of the school is probably best qualified to determine the eligibility of children for admission and to compel their attendance.

The provision for exemption from the compulsory attendance law, of parents whose children are sent to "special sight saving classes or classes for the hard of hearing in the public schools of the state" is a proper provision, but is probably unnecessary because that possibility for exemption is probably included in the provision of the present law for the exemption of pupils who attend "a similar institution."

While the provision for exemption of such pupils, who attend special public school classes, is logical it would be educationally and economically unsound to open classes for the deaf and blind in the several school districts of a state of sparse population.

Compulsory Establishment of Public School Classes for Persons Who Have Defective Vision or are Partially Deaf: House bill No. 224, had it become law, would have compelled any school district having "ten or more persons between the ages of six and eighteen who are not totally blind or deaf but who have defective vision or who are partially deaf, which condition interferes with or handicaps such persons in pursuing the regular studies with other children in the regular school classes," to provide special classes and to employ a teacher or teachers qualified to teach such persons. It provided, also, for the certification of teachers of such classes.

There are several reasons why it would not have been advisable to have made this bill a law, among which are those listed in the paragraphs that follow:

The bill was poorly drawn in that it provided for the special training of the partially deaf and those having defective vision in districts having ten or more such children. Obviously, two teachers would be required for the instruction of the two types of defectives. A district having, for example, nine of one type and one of the other would be required to establish classes for both types, but a district having nine of one type and none of the other would not have to establish classes for the one type, or a district having four of one type and five of the other would not be compelled to establish special classes for either type. Obviously, the bill should have been so worded as to provide, separately, the requirements for the partially deaf and those with defective vision.

The degree of handicap necessary to make the establishment of special classes for the partially deaf and those with defective vision compulsory was not properly defined. The bill provided that the defect be such as to "interfere with or handicap such persons in pursuing the regular studies with other children." This provision is not specific and is subject to a variety of interpretations as to the degree of interference or handicap that should be required for

attendance at special classes. The decision of the degree of handicap required would determine whether or not many or few school districts would be compelled to establish special classes.

It is unnecessary to pass a law compelling school districts to establish special classes for the partially deaf and partially sighted. The school districts now have the option of establishing such classes and their establishment shoul remain optional. Moreover, the state school for the deaf and blind now accepts children who are partially deaf and who have defective vision when such defects are such that the children cannot secure an education in the public schools. It is doubtful whether more than one school for the deaf and blind is needed in the state with its present population.

Compulsory Reporting of Defective Children: House bill No. 220, had it become law, would have amended section 1465 of the Revised Codes of 1935 by changes in a number of words and the addition of several phrases and would have added a section to the requirements for compulsory reporting of deaf and blind children.

The phrase "report pupils eligible" in the title would have been changed to "report deaf and blind children." This change would have been satisfactory, though probably not necessary.

The existing provision for the reporting "of every deaf or blind or feeble-minded person" would have been changed to "of every deaf or blind, or hard of hearing or partially sighted person." Such reports by a school clerk cannot be very accurate because he is likely to be a layman both in medicine and psychology. So far as the school for the deaf and blind is concerned there is, of course, no reason for reporting feebleminded. The present law was written when the state training school was under the direction of the authorities of the school for the deaf and blind. The addition of the phrase "hard of hearing or partially sighted person" would have had no force because the present law provides for reporting the "deaf or blind...including all who are too deaf or too blind to obtain an education in the public schools; ....." and this phrase now requires the reporting of the hard of hearing and the partially sighted who fall in that category.

The existing provision for reporting every child, having the specified defects, "between the ages of five and twenty-one years" would have been changed to "between the ages of five and eighteen years." Such change would have been advisable. There is no reason for reporting defective children beyond the age of admission to the institution.

The bill that was defeated would have added to the phrase, "all who are too deaf or too blind to obtain an education in the public schools," the phrase "or a private school." The additional phrase would be unnecessary because those who are too deaf or too blind to receive an education in a public school would ordinarily be too deaf or too blind to receive an education in a private school. Anyway, the additional phrase would have the effect of weakening the

compulsory reporting law because if there are any children too deaf to receive an education in the public schools but not too deaf to receive an education in a private school they would not be reported under the terms of the bill even though there might be no such private school for them to attend. Thus, the effect would be opposite of that desired by the bill's sponsors.

The defeated bill provided that the county superintendent of schools should send the list for his county "to the president of the school for the deaf and blind at Great Falls, Montana," instead of to the "superintendent" at "Boulder, Montana." The provision for the change in the name of the city agrees with the change in the location of the school. The provision for change in the title of the administrative head of the institution agrees with the practice in Montana of designating the head as "president."

The principal provision of the bill is that every licensed and practicing physician in Montana shall report, annually, "the names and addresses of all persons eighteen years of age and under whom he has examined and who have defective hearing or vision to an extent that would make attendance at public schools difficult." Such report would have carried the name and age of each child and the name and post office address of the parent or guardian and would have been sent to the president of the school for the deaf and blind. There should be on file at the school for the deaf and blind a list of all deaf and blind children of the state from birth to eighteen years of age and the reporting, by physicians, of such persons would probably furnish a list as nearly complete as can be secured.

Appointment and Qualifications of Administrative Head of Institution and of a Field Worker: House bill No. 221, that failed to become law, would have amended the provisions of Chapter 43 of the session laws of 1937 for the prescribing, by the state board of education, of rules and regulations governing the school, the fixing of qualifications for the admission of pupils, and the qualifications of the superintendent and the teaching staff. In the defeated bill the title "superintendent" was changed to "president." This change in title would not have been advisable.

To the provisions of the law of 1937 would have been added a provision that the president should be appointed for a two-year term but that he could be removed by the board at any time for incompetence or inefficiency. There would seem to be no harm in such a provision though the board now has the option of making a two-year appointment and may remove a superintendent for incompetence or inefficiency if it so desires.

The bill provided that the person selected for president should be specially trained in "the easy and ready use of the sign language such as is commonly used by the educated deaf," that he should have had "at least three years experience in instructing the deaf," that he should "possess qualifications to teach the recognized method of reading and writing for the blind," but no experience in teaching the blind was specified in the bill. Of

course, a president of the institution might advantageously have those qualifications but so few persons have such qualifications that those qualified to serve as head of the institution would be restricted in numbers. It is unlikely that a person of administrative ability with knowledge of the sign language of the deaf and of the reading and writing of Braille could be readily secured to head the school in case the position became vacant. Just as it is not expected that a superintendent of public schools will be able to teach kindergarten, Latin, music, art, and every other subject, so it is unnecessary that a superintendent of the school for the deaf and blind be able to teach the special subjects for such pupils, though such abilities would be of value to him.

The provision that the board shall fix the salary of the president of the school is not advisable because the salary for that position should be fixed as are the salaries of other positions in this and other institutions of the state.

Another provision of the defeated bill would have authorized the employment of a field worker whose duty it would have been to locate suitable employment for adult deaf and hard-of-hearing persons, who are not in attendance at the school for the deaf and blind, including those who have been trained by the state bureau of vocational rehabilitation, when assistance is requested by the supervisor of that "department" (evidently "bureau" is meant). It is believed that such a field worker is unnecessary. During the last several years many hearing citizens of the state, as well as deaf citizens, have been out of employment. Certain agencies have been established for locating employment opportunities for all citizens. The deaf can secure the notice of employment opportunities through regular state agencies, and some of them have the additional opportunity of assistance of the bureau of vocational rehabilitation. After all, a field worker could not create jobs and could only duplicate the work that is being done by another agency of the state.

Summary of Recommendations:

On the basis of the study made of the Montana state school for the deaf and blind, it is recommended:

Recommendations Not Requiring Legislation:

(1) That the main responsibility for locating deaf and blind children, in addition to lists furnished by school clerks, and of interviewing their parents, with the purpose of presenting to them the opportunities afforded by the school for the deaf and blind, be assumed by the department of public welfare, rather than by a traveling agent of the school.

(2) That parents be encouraged to send deaf and blind children to the school at earlier ages in order that their education in the acquirement of language may be more effective.

(3) That, as a measure of economy of the time of the teaching staff, and to enable the deaf and hard of hearing to be separated for instruction by different methods, pupils be grouped into from three to five ability groups for each type of pupil, rather than into eight grades for each type.

(4) That one of the teachers in the intermediate and advanced division for the deaf, including the vocational subjects, be designated as head teacher, as a means of improving the form of organization and of making it comparable with the form of organization of the primary deaf and blind divisions.

(5) That, when new members are selected for the teaching staff, persons be selected who have had special training for teaching the deaf or the blind, as required, and, when such are available, persons who have had experience in other schools for the deaf or the blind.

(6) That, to improve the work of instruction, the school do not attempt to duplicate the academic curriculum of the public schools but, rather, develop a curriculum suitable for experiences by deaf and blind pupils, and that the state courses of study for normal pupils be modified for use in the intermediate and advanced grades of the school for the deaf and blind, as they have already been modified in the primary grades.

(7) That an attempt be made to furnish pupils with more work experiences, for accepting responsibilities, and, to the extent possible, for earning money for themselves.

(8) That, as a means of training in vocational economics, products of the school be sold above the cost of materials entering into the products and that the amount received from sales, above the cost of materials, be paid to the pupils making the products.

(9) That a second room be equipped with sound amplification equipment for instruction of children who are partially deaf.

(10) That a few more talking books be purchased for use by the blind for the study of subjects of instruction.

(11) That, as soon as the state can afford to purchase equipment, a cylinder press be added to the equipment of the printing shop to better prepare pupils as printers.

(12) That corrective physical education be furnished for such pupils as have developed postural defects.

(13) That the unused gymnasium equipment be sold for whatever it is worth.

(14) That boys and girls be not separated at meal times, and that teacher-supervisors and housemothers eat at tables with pupils, to make a homelike situation and for purposes of instruction of pupils in table manners and table conversation, and to make meal time more homelike with mixed groups seated at the tables.

(15) That records be kept of the number of servings at each meal, such records being for use in planning meals and purchasing foodstuffs for the future and for the computation of costs.

(16) That files be kept of standard servings and of recipes, with standard quantities of foods required, for furnishing information that should be useful in the preparation of future meals.

(17) That the single beds of sleeping rooms be replaced with double deck beds and that the lockers be moved into sleeping rooms.

(18) That, when lockers are removed from special locker rooms, the rooms be fitted for sleeping, in order that more pupils may be enrolled.

(19) That, as a measure of safety, the door of the sleeping room that opens outward, across the top of the stairs, be attached on the other side of the door frame.

(20) That the possibilities of employment of deaf girls in laundries be investigated in order to determine the feasibility of instituting a course in laundry to prepare them for that work.

(21) That linens be kept in one place and that a monthly inventory be made of the stock on hand.

(22) That the trafficways of the cement-finished floors be repainted with a special paint prepared for cement-finished floors.

(23) That the room now used as an employes' dining room be used as a storeroom.

(24) That the chief administrative officer of the institution be officially designated as "superintendent" instead of "president," to comport with references in the statutes to the superintendent and to conform with the practice in most other states.

Recommendations Requiring Legislation:

(25) That house bills Nos. 219, 220, 221, and 224, introduced into the legislative assembly at its last session, be not enacted into laws, as they were written and introduced, on the ground that they were poorly drafted and that some of the provisions would only make practices, that are now optional, compulsory and would tend to duplicate provisions for the public education of hard-of-hearing and partially sighted children in the school districts and in the state school.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

MONTANA SOLDIERS' HOME

(Report No. 15)

September 23, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

MONTANA SOLDIERS' HOME

Introduction:

The Montana soldiers' home is located on about 160 acres of land near Columbia Falls. The institution is headed by a board of managers appointed by the governor and is occupied by ex-soldiers; their widows; and, in a few cases, their wives. The institution was founded in 1895.

The soldiers' home comprises three main buildings used to house the inmates (known respectively as the main building, the hospital, and the women's building); an office and employes' dormitory; a heating plant; and various adjunct structures. A laundry and a service building have recently been erected but the other buildings are old and in need of extensive repairs.

It should be noted that the so-called hospital is merely a dormitory like the others; no hospital care is given.

Admission and Discharge Policies and Procedures:

Admission Policies and Procedures: The statute regulating admission to the home provides as follows:

"Any soldier, sailor or marine, who served in the army or navy of the United States during the late Civil war, or in the Mexican war, or during any troubles between the United States and the government of Mexico, or the people of Mexico, or in the late war with Spain, or in any insurrection in the Philippine Islands, or during the Boxer troubles with China, or who, within the borders of the territory of Montana, served in the Sioux war of 1876 or the Nez Perce war of 1877, or any person who served with the United States army in the campaign of 1890 and 1891 against the Sioux and Cheyenne Indians or other Indian campaigns within the borders of the state of Montana, or during the war with Germany and Austria, or who served in Russia, Siberia, or any other foreign country during the war with Germany and Austria, or who, while a citizen of the United States, served in the army or navy of any of the allies of the United States and has returned to and lives in Montana, or during any troubles arising or growing out of any such war or wars, and has received honorable discharge therefrom, who at the time of admission is an invalid by reason of disease contracted, wounds received, or by reason of other disability, shall be eligible to admission to the benefits of the home under the rules and regulations prescribed by the board of Managers thereof, on the certificate of disability by a county commissioner and the county physician of the county in which the applicant may reside; and the transportation of such applicant to the said soldiers' home shall be a proper county charge, and be paid by said county if the applicant is unable to pay the same; provided, that the benefits of said home shall not be extended to anyone who has not resided within the state of Montana for a period of one (1) year next preceding the date of his application, or to anyone who has not resided within the county from which he asks to be sent to the home for the period of three (3) months from the date of his application, nor to anyone convicted of a felony or a crime involving moral turpitude, nor shall anyone who has been an habitual drunkard be received without sufficient evidence of subsequent good conduct and reformation of character as may be satisfactory to the said board of managers; provided, further,

that in case said soldiers' home shall not have the capacity to receive all persons designated here, that veterans of the Civil war shall have preference as to admission."

"The board of managers of the soldiers' home is authorized and empowered to admit to the privileges of the home under such rules as the board may prescribe, the wives or widows of soldiers, sailors or marines who are inmates or who may be or may have been eligible to admission as inmates and who were married to such soldiers, sailors or marines; provided that no woman be admitted who has not attained the age of fifty (50) years."

The statutes contain no requirements as to a showing of indigence on the part of applicants except for a provision that the object of the institution shall be to provide a home for service men "who have become unable to earn a livelihood..." With regard to pensioners, the law states that

"Any and all persons admitted inmates of the said home shall not assign to the home for its support any of the pension they may receive from the general government."

In practice, persons desiring admission apply to the commandant of the home and are required to execute application forms stating whether they are disabled and the cause of disability and giving other data. This form includes a certificate from the county commissioners that the applicant is disabled and that he is a resident of the county, and a certificate of disability from the county physician. These applications are checked with the adjutant general of the United States as to the service records of the applicants. No investigations are made as to the ability to pay of persons seeking admission.

The omission from the law of any requirement as to indigence and the prohibition of the assignment of pensions are believed to be unsound. There is no apparent reason why the accomodations at the home should be given without charge to persons able to pay in whole or in part for their care.

That a substantial ability to pay exists is indicated by the fact that, as reported by the home, in September, 1941, 26 of the 41 men enrolled (that is, both residents and persons on leave) drew a total of $1,216.75 a month in pensions and 12 of the 23 women drew a total of $410 a month. Furthermore, a welfare fund derived largely from the estates of deceased members without relatives showed a balance on June 30, 1941, of $8,495.93 and nine residents had private funds on deposit with the state to a total of $1,885.57.

In addition to the loss of revenue to the state, it is undesirable that two-thirds of the residents should have independent means to purchase extras of one kind or another while one-third are wholly dependent on the state. It is said that the residents formerly were permitted to build garages on the grounds of the institution in which to keep their automobiles. This seems clearly an unjustifiable practice in an institution that is charitable in purpose.

It is, therefore, recommended that a statute be enacted requiring that any residents or relatives of residents who are able to pay for their care out of pensions or other means be required to do so. The department of public welfare should be made responsible for investigating the resources of applicants for admission.

At the same time, provision should probably be made to furnish a small amount of pocket-money to all the residents of the home alike.

It is further recommended that the determination of disability be vested in the commandant of the institution and not in the county commissioners and the county physicians. The vesting in county officials of power to grant state services simply invites abuses.

In one recent case, a female resident otherwise ineligible for admission was admitted by act of the legislature. This is, of course, a violation of fundamental principles of good administration and is in violation of the spirit, if not the letter, of the constitutional prohibition of special legislation.

Discharge Policies and Provisions: Residents are now granted leaves, upon request, to go home or to visit relatives and are permitted to stay up to six months. On July 1, 1940, there were 23 residents on leave out of a total enrollment of 80. In winter, the number of residents on leave decreases considerably.

Residents who are in need of hospital care are transferred to one of the federal facilities. There are no hospital beds at the home and only custodial care is given.

Residents are discharged (a) upon their own request, (b) when they do not return after the expiration of their leaves, and (c) for disciplinary reasons. The printed rules and regulations of the board state that

> "Any member may be discharged when the Board of Managers is satisfied that he has sufficient means and ability to support himself."

However, discharges are apparently never made in such cases or in the case of residents who are found to have no substantial disability.

It is recommended that a more positive and effective discharge policy be initiated. Most of the 20 men who would receive $60 a month federal pensions outside the institution should be able to find homes and to support themselves. Some other residents undoubtedly have relatives who could support them. Some could secure jobs. All of these cases should be discharged.

It is also suggested that the services of the state department of public welfare be enlisted in securing the facts as to the several cases through the county welfare offices. The assistance of the state employment service of the unemployment compensation commission should also be secured in finding work for any of the residents who are physically and otherwise qualified.

The present statutes relating to physical disability and to inability to earn a livelihood provide authority for a more strict discharge policy than is now in effect and such a policy can be instituted through rules and regulations promulgated by the board of the home. However, it would be desirable to secure legislation on the subject at the next session of the legislature.

At the same time that a more stringent discharge policy is initiated, it is suggested that the six-months leave period be substantially reduced - possibly to one month. Any person who can go home or secure work for half of the year should not be in the institution at all.

Institution Statistics:

The tabulation that follows shows certain statistics relating to the population of the institution for the fiscal year 1940-1941.

	Men	Women	Total
Residents, July 1, 1940	40	17	57
On leave July 1, 1940	14	9	23
Total enrollment July 1, 1940	54	26	80
Total enrollment June 30, 1941	42	24	66
Admissions for the year	19	6	25
Discharges and dropped from enrollment at the expiration of leave	30	5	35
Deaths	1	3	4
Average population	-	-	62

Organization and Staff:

Present Organization and Staff: A statute provides that

"The general supervision and government of said home shall be vested in a board of managers, to consist of five members, one of whom shall be the department commander of the Grand Army of the Republic of the state of Montana, or in case the office of department commander of the Grand Army of the Republic of the state of Montana shall be at any time abandoned or discontinued then the department commander of the Spanish American War Veterans of the state of Montana for the time being shall be a member of the board, and the remaining four shall be appointed by the governor, by and with the advice and consent of the senate."

Three members of the board are required to be ex-soldiers or ex-sailors and one to be a physician. The members hold office for four-year, overlapping terms and may be removed for sufficient cause by the governor.

The statute requires the board of managers to appoint a commandant who is to receive not more than $200 a month salary, and requires the board to promulgate rules and regulations to be enforced by the commandant.

A position of chaplain is also created by law.

The schematic list that follows shows the present organization and staff of the home. The indentations indicate lines of authority.

Title of Position	Monthly Rate of Pay
Commandant	$ 200 M
Surgeon (part time)	100
Chaplain (part time)	25
Secretary-treasuere (clerk)	110 M
House sergeant (butcher and storekeeper)	75 M
Janitor (main building)	50 M
Baker	45 M
Lawnman	40 M
Dairyman	50 M
Farmer	40 M
Laundress	50 M
Assistant laundress	40 M

Title of Position	Monthly Rate of Pay
Hospital steward (hospital building)	75 M
Janitor	30 M
Cook (hospital building)	60 M
Assistant cook	40 M
Waitress	40 M
Cook (women's building)	60 M
Assistant cook	45 M
Waitress (2)	40 M
Matron (women's building)	60 M
Nurse	45 M
Nurse	40 M
Janitress	40 M
Engineer	86 M
Fireman (2)	60 M
Relief fireman (part-time)	34 M

M - Full maintenance

Comments as to Organization and Staff: The present staff of the institution is by far too large. The employment of 26 full-time and three part-time employes to provide mere custodial care for an average of 62 persons is excessive. By comparison, at the state training school an average of only seven employes are available to each 62 patients, while at the state insane asylum only six employes are available to each 62 patients. The fact that the soldiers' home is considerably smaller than these institutions is more than compensated for by the fact that it does not have nearly such complex problems to deal with in the care of inmates as do the other institutions cited.

The reason for this overstaffing is that the residents of the home are not required to do any appreciable amounts of work in return for their keep. They must clean their own rooms and must return their soiled plates in the dining rooms. A few residents are occasionally paid by the hour to do part-time work around the institution. Otherwise all the work is done by paid employes. (Two "residents" hold full-time positions on the staff of the home but they may better be regarded as former residents who are now regular employes.)

The present policy is not only extremely expensive to the state but, in addition, it is decidedly detrimental to the morale and self-respect of the residents. It is stated that at least half of the men and women are able to do light work and some are able to do a variety of semi-skilled tasks. It seems certain that these persons would be better off, both physically and mentally, if they performed tasks suited to their interests and abilities about the institution.

To require the residents to work should, furthermore, involve no breach of faith with them, since the application for admission form contains the following statement:

> "If admitted to the Home, do you agree to perform such labors and duties as are or may be required...?"

Recommendations as to Organization and Staff: It is recommended that the residents of the institution who are able to do so be required to work around the home. Physical examinations should be made by a physician, both initially and periodically thereafter, to determine which of the residents are able

to work without danger to health. The working details should be selected with a view to the physical condition of those to be assigned and their previous experience, aptitudes, and interests.

At the same time, the practice of paying residents to do work should be discontinued, since it would then be discriminatory. It is recommended elsewhere in this report that pocket-money be paid to all residents alike.

When this change has been made, it is suggested that the staff of the home be constituted as shown in the tabulation that follows. It should be noted that even further reductions could be made if the population of the home were reduced. The rates of pay indicated are those that are now in effect for positions suggested to be retained and those that are believed equitable for positions suggested to be created. Lines of authority are indicated by indentations.

Title of Position	Monthly Rate of Pay
Commandant	$ 200 M
Surgeon (part-time)	100
Chaplain (part time)	25
Secretary-treasurer	110 M
Farm and dairy foreman	75 M
Engineer	86 M
Fireman (2)	60 M
Relief fireman (part-time)	34
Dietitian and housekeeper	125 M
Laundry foreman	75 M
House sergeant (butcher and storekeeper)	75 M
Chief cook	75 M
Baker	45 M
Nurse-attendant (3)	45 M

M - Full maintenance

The suggested staff includes 17 full and part-time positions and the proposed monthly payroll would be $1,280 as compared with the average payroll for 1940-1941 of about $1,800. Additional savings in the neighborhood of $250 a month would be realized in the reduced value of maintenance given to the smaller number of employes. The total savings would thus be in the neighborhood of $9,300 a year.

The suggested staff is based upon the following premises:

(1) That resident labor is available for all routine, unskilled work

(2) That one central dining room and kitchen can be set up in place of the present two dining rooms and kitchens (This is discussed elsewhere in this report.)

(3) That certain supervisory positions with adequate salary provisions are needed to direct the resident workers

(4) That one of the three dormitory buildings can be closed (This is discussed elsewhere in this report.)

The specific changes in the staff are discussed in the paragraphs that follow.

The farm and dairy foreman would direct the farm and dairy work much as is now the case except that he would be assisted by resident workers instead of a paid employe. The rate of pay for this position is shown at $75 instead of $50 a month, as a more equitable rate.

The position of dietitian and housekeeper is believed to be a much-needed addition to the staff of the home. The suggested salary should make it possible to secure a person with some training in dietetics (although probably not a graduate dietitian) and experience in the preparation and service of food on a large scale. Experience with institution or hotel housekeeping would also be desirable.

The incumbent of this position would be responsible for the following activities:

(1) Writing of menus and ordering of food supplies

(2) Food preparation and service

(3) Operation of the butcher shop and storeroom

(4) Care of residents in the dormitories

(5) Laundry operations and linen supply

(6) The direction of the several employes engaged in these activities, as shown on the foregoing schematic list.

The present position of laundress is suggested to be reconstituted as laundry foreman at a somewhat higher rate of pay. A person should be secured for the position with experience as a washman in a large laundry and good knowledge of washing processes in particular and laundry operations in general.

The chief cook would be in charge of the one central kitchen and dining room that it is suggested elsewhere in this report be established. The cleaning of vegetables and other routine food preparation, the setting up of tables, the serving of food, and the washing of dishes would be done by resident workers under the immediate supervision of the chief cook and the general direction of the dietitian and housekeeper. In view of the supervisory duties, a somewhat higher salary is suggested than is now paid either of the two cooks.

The three nurse-attendants would be responsible, under the direction of the dietitian and housekeeper, for the care of the residents in the dormitories by day and by night. Two might be assigned to day hours and one to night hours. Their duties would be to perform such practical nursing routines as might be ordered by the surgeon, and to supervise working details of residents in housecleaning, window washing, collection and issuance of linens, and other housekeeping duties.

Food Service:

There are now a kitchen and dining room in the hospital building and a kitchen and dining room in the women's building. The residents of the main building secure their meals in the hospital building dining room.

This duplication of facilities is wasteful and it is recommended that one or the other of the kitchens and dining rooms be closed. The commandant has formulated plans to use the basement of the hospital building as a dining room and to close the one in the women's building. This seems entirely feasible.

On the basis of the best information available, the present cost of raw food is about 8¢ a meal.

The writing of menus is now done by persons untrained in dietetics and there is evidence of dietary unbalance in the menus. Until a qualified person can be secured to plan the meals it is suggested that the menus be periodically checked by a physician in the interests of health.

Disciplinary Matters:

The need for several of the major recommendations made in this report appears to be known to those in charge of the home and in some cases efforts have been made in the past to put the suggestions into effect. These efforts are said to have failed because of internal friction among the residents and because of direct opposition by them.

The soldiers' home must, of course, be run by those who are paid to do so and their authority must be complete and unquestioned so long as they continue in office. Residents who disobey orders or oppose the adopted policies of the institution should be discharged if other measures fail. It is possible that this disciplinary measure should be resorted to somewhat more frequently than is now the case.

It is believed, however, that the discipline of the home and the morale of the residents could be materially improved by the setting up of some sort of body for self-government. A council elected by the residents might be established, with powers to sit as a court in disciplinary matters, to levy fines or impose light punishments, and to suggest rules and regulations to the commandant. The suggested council should be subordinate in all matters to the commandant, but without in any way lessening his complete authority, it is believed that such a council would be of material assistance to the commandant in the enforcement of discipline. Such self-governing bodies are often more strict than the regularly constituted authorities.

Fire Defenses:

The institution has a six inch water main with seven hydrants for fire-fighting. A gasoline pumper and a hose-cart are available as well as standpipes and hose within the buildings. Hand extinguishers are available and are regularly refilled. Fire drills are held by the employes and posts of duty in case of fire are definitely assigned. A pull-box is connected to a siren to serve as a fire-alarm.

However, a report of a survey of the fire defenses of the institution by the board of fire underwriters of the Pacific and the state fire marshal, apparently conducted some years ago, contains the following recommendations:

"1. Develop a satisfactory water supply sufficient in connection with an elevated storage to supply a fire demand of not less than 500 gallons per minute for a five-hour period during maximum consumption demand. If wells and pumps are selected to comply with the above recommendations they should be in duplicate to assure reliable service.

"2. The normal pressures of the water system are not sufficient for effective fire fighting protection. An elevated storage tank of 75000 gallons capacity supported on a steel tower of sufficient height to

maintain a pressure of 60-75 pounds should be installed at an early date. The tank to be equipped with a float switch set at a level to maintain not less than 65000 gallons of water in the tank at all times.

"3. A looped arrangement of 6 inch pipe about the buildings together with sufficient hydrants so that at least two fire streams can be concentrated on any one building from separate hydrants and require not more than 300 feet of hose per line.

"4. Not less than 1000 feet of $2\frac{1}{2}$ inch fire hose should be kept on hand at all times. No hose should be kept for fire service that is over 5 years old. Good fire hose should not be used for general work around the institution. An approved hose drying rack should be provided.

"5. A compliment of nozzles, ladders and miscellaneous tools should be provided for use of the organized fire fighting force.

"6. All exit doors should open out and each door equipped with panic bolt type locks. Windows should not be used as a means of exit.

"7. Each exit should be marked by a light...connected to a special circuit.

"8. Due to the class of the inmates fire escapes of the ladder type should not be used.

"9. Approved ($2\frac{1}{2}$ gallon size) fire extinguishers should be installed in all buildings. One extinguisher for each 2500 square feet or less of floor area and so located that no point on the floor is a greater distance than 50 feet from an extinguisher. All attendants, employes and inmates should be thoroughly instructed in the use of the fire extinguishers and fire hose attached to standpipes.

"10. Consideration should be given to the location of any new buildings. Frame buildings should be so located that an intervening space of 100 feet can be maintained between buildings and not less than 60 feet between buildings having brick or concrete walls.

"11. When replacing the roof on any building, use only an approved composition or other non-combustible material.

"12. Buildings that are old and in poor repair and of little or no value should be removed.

"13. A clearance of not less than one inch should be maintained between all steam pipe and combustible material, wood work and the like.

"14. All cloths, or mops, used for polishing should be kept in tightly closed metal containers on a metal stand that will keep it 12 inches above the floor and other combustible material.

"15. Concrete should be placed under all coal fired ranges.

"16. If dry cleaning is done only an approved cleaning solution, carbon tetrachloride or the like to be used.

"17. All buildings now wired for electricity and the knob and tube wiring method employed should be rewired and the conduit method used.

"18. Service switches, (main disconnect) in each building to be of the safety type and accessible.

"19. All fuses to be installed in approved metal cabinets.

"20. Due to the increased use of electricity all service wires to be checked and when too small services of ample capacity installed.

"21. The use of cords as a wiring method for additional outlets should be discontinued and all cords now installed removed.

"22. All electric outlets where hand electric irons are used to have pilot lights so connected that the light will burn when the iron is on.

"23. All electric motors to have automatic overload protection as well as fuses.

"24. Only a competent electrician should be permitted to do electrical work in or around buildings at the Institution."

A six inch well is now being drilled that, provided the present Columbia Falls connection is maintained for emergency use, should provide an ample supply of water. Certain of the other recommendations appear also to have been carried out.

It is suggested that the report be brought up to date by the board of fire underwriters through a current survey.

Plant and Equipment:

Buildings: The total bed capacity of the institution is said to be 125 beds. The average occupancy in 1940-1941 was 62. The following tabulation shows certain statistics as to the floor areas of the several dormitory buildings and the distribution of the residents between the buildings for two months in 1941.

Buildings	Areas in Square Feet	January Number of Residents	January Area per Resident	August Number of Residents	August Area per Resident
Women's	5,484	26	211	19	288
Main	4,853	18	270	6	809
Hospital	4,724	25	189	22	215
Totals	15,061	69		47	

With a capacity of 125 beds the average floor area per resident would be 120 square feet and it is thus clear that none of the buildings are being operated nearly at capacity.

It is, therefore, recommended that the use of the main building as a dormitory be discontinued and that provision be made to house the male residents in one of the other buildings.

Equipment: Pasteurizing equipment for the milk produced by the dairy herd should be installed when funds are available.

The heating plant records appear to be adequate and fairly effective control is maintained over the fuel consumption. However, better control would be possible if a steam flow meter and a feed water meter were available to record the poundage of steam generated.

Receipts:

The receipts of the institution, as reported by the state accountant, were as follows for the fiscal year 1940-1941:

Item	Amount
U. S. aid	$ 9,278.47
Miscellaneous income	365.34
Welfare fund; interest	270.48
Interest and income fund	187.06
Total receipts	$ 10,101.35

The U. S. aid moneys are in the form of grants of $120 a year on account of the care of each disabled veteran. No one at the home has a copy of the federal law relating to these grants and apparently no state official investigates to be certain that the full payments are received for all eligible persons. It is recommended that the commandant secure copies of the relevant federal laws and rulings and be required to certify at stated intervals that the full payments are being made.

Expenditures:

Expenditure Statement: The tabulation that follows shows the expenditures of the institution as reported by the state accountant for the fiscal year 1940-1941.

The items have been partially regrouped so as to show all salary payments together.

OPERATING EXPENSES

Salaries:	1940-1941
General administration:	
Commandant	$ 2,400.00
Adjutant	1,437.50
Surgeon	1,212.50
Secretary-treasurer	975.00
Matrons	765.00
Hospital stewards	901.00
Chaplain	300.00
Nurses	938.68
Farms:	
Dairyman	641.93
Gardeners	143.70
Teamsters	420.39
Others	267.20
Physical plant:	
Engineers	1,153.33
Firemen	1,596.33
Janitors	1,429.58
Lawnman	297.02
Others	585.37
Subsistence:	
Cash	1,433.78
Bakers	482.54
Dining room girls	1,512.49

	1940-1941	
Subsistence (Cont'd)		
Kitchen help	$ 1,038.13	
Laundry help	1,234.42	
Others	536.13	
Total salaries		$21,702.02

Other operating expenses:

General administration		
Postage	$ 38.50	
Stationery, record books and blanks	13.15	
Telephone and telegraph	361.95	
Freight, express and drayage	.25	
Sundry office supplies	14.53	
Travel	57.40	
Board of managers expenses	759.80	
Official bonds	115.00	
Industrial accident insurance	320.90	
General expense	43.11	
Farms:		
Seeds and plants	65.32	
Stock feed - grain	817.34	
Stock feed - hay	163.92	
Stock feed - dairy feed	266.70	
Herd testing and veterinary fees	75.00	
Other farm expenses	145.25	
Physical plant:		
Coal	4,509.83	
Wood and other fuel	119.26	
Water	1,042.28	
Lights	562.72	
Power	749.73	
Engine room supplies	601,49	
Janitor supplies	193.26	
Campus supplies	94.89	
Gasoline	358.21	
Oils and greases	52.38	
Tires and other auto supplies	85.39	
Insurance	194.17	
Hardware and sundries	282.24	
Household consumables	191.72	
Other expenses	255.81	
Subsistence:		
Food	7,472.69	
Drugs and medicine	241.18	
Laundry supplies	323.49	
Clothing	31.70	
Other expenses	141.36	
Welfare fund:		
Clothing for non-compensation veterans	75.11	
Glasses for non-compensation veterans	36.00	
Dental care for non-compensation veterans	4.50	
Tobacco and supplies	31.66	
Repair radio	5.45	
Travel of inmates	8.75	
Medicines and expenses	9.00	
Draperies for recreation room	8.51	
Total other operating expenses		$20,940.93
Total operating expenses		$42,642.95

CAPITAL OUTLAYS

	1940-1941	
General administration:		
Capital:		
Furniture and fixtures	$ 3.48	
Farms:		
Capital:		
Hand tools and petty equipment	3.44	
Livestock and horses	125.00	
Repairs and replacements:		
Hand tools and petty equipment	6.00	
Land and land improvements	37.35	
Machinery and appliances	34.36	
Physical plant:		
Capital:		
Land and land improvements	18.90	
Buildings and attached fixtures	40.00	
Machinery and appliances	401.55	
Hand tools and petty equipment	23.90	
Furniture and fixtures	187.30	
Repairs and replacements:		
Land and land improvements	43.95	
Buildings and attached fixtures	609.04	
Machinery and appliances	811.07	
Hand tools and petty equipment	16.28	
Sullivan contract, heating plant	2,400.42	
Total capital outlays		$ 4,762.04
TOTAL		$ 47,404.99

Welfare Fund: It should be noted that the expenditures of the welfare fund are included in the foregoing tabulation, since they are for purposes similar to those for which general fund expenditures are made.

This fund is established by law. It is derived from money left on deposit by deceased inmates and unclaimed after ten years and from interest on the invested principal of the fund. The operations of the fund in the fiscal year, 1940-1941 were as follows:

Balance July 1, 1940	$ 8,495.93
Receipts from interest on principal	270.48
Expenditures	178.98

It has been the policy of the board to treat the principal of this fund as untouchable and to restrict the expenditures to somewhat less than the earnings from interest.

Such a policy is sound for the administration of the endowment funds of private charitable enterprises. For an institution that is financed by the state, however, the policy is meaningless, especially in view of the fact that there are no restrictions of either law or sentiment on the spending of the principal. Furthermore, the continued accumulation of the fund and the availability of increasing revenues for expenditure without appropriation operate to make the control of the finances of the institution more difficult.

It is, therefore, recommended that the principal of the fund be expended for the regular operations of the soldiers' home and that future income of the fund be expended as it accrues. It is also recommended that the law creating the welfare fund be repealed.

Unit Costs: The soldiers' home was operated in 1940-1941 at a cost of $1.88 an inmate day. This cost is exorbitant for the type of care that is given.

By way of comparison, the state training school is operated at a cost of 57¢ a patient day and the insane asylum at a cost of 50¢ a patient day. While both these institutions are larger, they have more complicated problems to meet and the costs of the three institutions should be at approximately the same level. There is no justification for the present gross discrimination against the mentally ill, mentally deficient, and epileptic citizens of Montana in favor of Montana's incapacitated veterans. All are wards of the state and all should be cared for according to their needs.

Summary of Recommendations:

The recommendations expressed or implied in this report may be summarized as follows:

Recommendations Not Requiring Legislative Action:

**(1) That the excessive cost of $1.88 an inmate day for operating the soldier's home be reduced to an amount consistent with the type of custodial care that is given

**(2) That the approximately half of the residents who are able to do so be required to do useful work about the home without pay in return for their care; and that such working details be carefully assigned on the basis of physical examinations and of the experience, aptitudes, and interests of the residents

**(3) That the paid staff of the home be reduced from 29 to about 16 specified positions at an estimated saving of about $9,300 a year; and that a position of dietitian and housekeeper be created to improve the conduct of the food and housekeeping services

**(4) That these residents who are not in fact disabled and are able to support themselves be discharged from the home; that the assistance of the state department of public welfare be secured in securing social data about residents; and that the assistance of the employment service be secured in placing residents who are able and qualified to work

(5) That the permitted period of leave from the home be reduced from six months to one month

**(6) That part of the dormitory capacity that is not needed be closed

**(7) That one of the two kitchens and dining rooms be closed

**(8) That until a qualified person can be secured to write the menus for meals they be checked by a physician at intervals in the interests of health

**(9) That in the interest of better discipline and morale a council for self-government, to be elected by the residents, be created

**(10) That certain specified improvements not requiring substantial capital outlay be made in the fire defenses of the institution; and that an up-to-date survey by the board of fire underwriters of the Pacific be requested

(11) That both the principal and interest of the welfare fund be expended for the operation of the home

**(12) That the commandant secure copies of the federal laws and rulings relating to the payment of the $120 a year grants-in-aid; and that the commandant be required to certify at stated intervals that the full payments to which the state is entitled have been made.

Recommendations Requiring Legislative Action:

(13) That a statute be enacted requiring residents or relatives of residents who are able to pay for care to do so; and that the statute forbidding the assignment of pensions be repealed

(14) That when such a statute is enacted provision be made to pay pocket money to all the residents alike

(15) That the legislature provide for the determination of disability and of eligibility for admission to the home to be vested in the commandant and not in county officials

(16) That the statute creating the welfare fund be repealed

(17) That milk pasteurizing equipment be purchased when funds are available.

**Recommended by the Governor's Committee on Reorganization and Economy and by executive order issued by the Governor.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

THE STATE INSANE ASYLUM

(Report No. 1)

August 25, 1941

Prepared by

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REPORT ON

THE STATE INSANE ASYLUM

Introduction:

The state insane asylum stands on about 1,300 acres of land at Warm Springs. The institution was founded in 1877 by two physicians as a private hospital, was sold to the state in 1912, and the present state agency was founded in 1913. The population of the hospital increased steadily with the years and various structures were built as time passed. Four major buildings were erected with PWA assistance in 1936 and a new water supply was installed in 1939. There are now some 99 buildings and sheds, a few in good condition but most in varying degrees of obsolescence and disrepair.

The name "state insane asylum" seems clearly to be established by law. However, the words "insane" (now largely supplanted in medical use by "psychotic" or "mentally diseased") and "asylum" (now supplanted by "hospital") are distinctly invidious. Since there is real danger of mental trauma from even trivial incidents with mental patients, it is recommended that the official name of the institution be changed. The name in common use at present, "Montana state hospital," might be a good choice.

Present Commitment and Discharge Policies and Procedures:

Present Commitment Policies and Procedures: The state statute relating to the commitment of the insane provides that:

> "Whenever it appears by affidavit to the satisfaction of a magistrate of a city or county, that any person therein is so far disordered in his mind as to endanger health, person, or property, he must issue and deliver to some peace officer, for service, a warrant directing that such person be apprehended and taken before a judge of the district court of the county, for a hearing and examination on such charge. Such officer must thereupon apprehend and detain such person until a hearing and examination can be had, as hereinafter provided. Pending the examination and hearing, such order may be made relative to the care, custody or confinement of the alleged insane person as the judge shall see fit."

Another section states that "idiotic persons are considered as insane persons" apparently meaning that the mentally deficient, or feeble minded, shall be legally regarded as insane.

The law further provides for a hearing and examination of the patient and the production of witnesses. Two physicians must attend the hearing and must examine the patient. An additional provision of the statutes reads as follows:

> "The judge, after such examination and certificate made, if he believes the person so far disordered in his mind as to endanger health, person, or property, must make an order that the party be confined in the insane asylum ..... The insane person, together with the order of the judge, and the certificate of the physicians must be delivered to the sheriff of the county, and by him must be delivered to the officer in charge of the insane asylum."

The law also provides that a jury trial may be held if the patient or any friend on his behalf so demands.

The statutes direct that the hospital shall admit persons held to be insane in the course of criminal proceedings, prisoners transferred from the penitentiary, and:

> "...all patients regularly committed to it who are dipsomaniacs, inebriates, or who are addicted to the excessive use of morphine, cocaine, or other narcotic drugs, and who shall have been regularly examined and found of unsound mind as a result of the use of any such intoxicant or drug."

With regard to the residence of patients the law forbids the admission of persons who are not residents of the state unless they become psychotic in the state.

With regard to economic status and the responsibility of relatives, there is a general statutory provision as follows:

> "Every person without menas, who is unable to earn a livelihood in consequence of bodily infirmity, idiocy, lunacy, or other cause, must be supported by the father, grandfather, mother, grandmother, children, grandchildren, brothers, or sisters of such poor person, if they, or either of them, be of sufficient ability, in the order named."

There is also a specific provision that:

> "None but indigent persons must be received into the insane asylum unless their care and maintenance is paid or guaranteed by the parents, children, or guardians of such person..."

The law also provides that the judge shall take evidence as to the financial worth of the patient, shall institute proceedings, if he has means, for the appointment of a guardian, and shall order the guardian to pay for the maintenance of the patient.

Comments as to Commitment Policies and Procedures: The present statutes fail adequately to define the types and cases to be admitted to the institution and those to be excluded. The provision restricting admission to a "person so far disordered in his mind to endanger health, person, or property" is a relic of a more barbarous age. The reason for admission to the institution should not be the protection of persons or property but the good of the individual and the desire to rehabilitate him as a useful citizen. It is to be noted that this clause of the law has come to be disregarded in practice since many persons are admitted who, actually if not legally, do not endanger health, person, or property.

The provisions implying that the mentally deficient or feeble minded, are to be committed along with the insane is unsound as the mentally deficient should not be mingled with psychotics. Furthermore, it is in direct conflict with the law vesting responsibility for the care of such patients in the state training school for feeble-minded persons.

The provisions for the admission of alcoholics and drug addicts "of unsound mind" are equally faulty. Alcoholics should not be admitted except as they may be also psychotics and no special provisions are necessary for such cases.

The statutes, furthermore, fail to exclude non-psychotic epileptics, a class of patients that are in no sense "insane".

In addition to the ambiguous and inadequate bases for admission that now exist, the procedures for commitment are relics of that period when persons suffering from mental disease were considered purely custodial cases to be locked up and kept under restraint as criminals rather than as sufferers from a disease amenable to treatment. The provisions for holding the mentally ill in jail pending commitment and for commitment by court procedure are contrary to the best interests of the patients. In the mild but acute early stage of the disease the mental distress occasioned by arrest, detention, trial, and all the formality involved cannot fail to have the effect of increasing the hold of the disease upon the mind and of decreasing the hopes of ultimate recovery. These provisions are particularly inadequate with regard to emergency cases where immediate hospitalization is required.

Furthermore, the judge of the district court is not in the best position to determine either medical or economic eligibility. The provision for examinations by two physicians, who are usually general practitioners or specialists not familiar with mental disease, is not adequate to insure accurate diagnosis. The diagnoses should be based on the mental and physical histories of the patients, their family and other surroundings, laboratory findings, interviews with friends and relatives, and periods of observation long enough to permit adequate psychiatric, neurological, and physical examinations.

Neither have the judges facilities to determine the places of residence of the patients or their ability to pay for care. This work should be done by a social welfare agency and guardianship proceedings should be based on the data secured by such an agency.

It is, moreover, an unwise arrangement to vest in judicial officials the power to grant or withhold services administered by executive agencies of the state. This is especially true where the officials in whom the authority is vested have primarily local or county viewpoints. The inevitable tendency under this arrangement is to extend the services to those who should not be entitled to them. That this has occurred is shown elsewhere in this report.

Under the existing law, patients are mishandled not only during the commitment procedure but also between the time of commitment and the time of receipt at the hospital. Since the sheriffs are not trained in the management of the mentally ill, the con ditions of transportation are such as to add greatly to the mental distress of the patients and thereby lessen the chances of recovery. The present procedure can be likened to that of transporting a pneumonia patient many miles in an open automobile.

The procedures for ascertaining whether the relatives or guardians of patients can pay in whole or in part for their care are also deficient in a number of respects. The law seemingly divides the responsibility for securing payments between the judge and the institution. If the patient himself owns property the judge is to appoint a guardian and order payments. If the patient himself has no property but has relatives with property within the named degrees of kinship, the institution is required to arrange for payments before the patient is admitted. Furthermore, the institution apparently has the implied right to institute suit if payments are not made or if patients admitted as indigents appear later to have relatives able to pay for their care.

However, the making of agreements to pay is now left entirely to the judges of the district court in the several counties. Neither the hospital or any other agency of the executive branch of the state government makes any investigation of the ability of relatives of patients to pay for their care or of the places of residence of patients. When payments under arrangements entered into voluntarily or by court order are discontinued, no effective procedures to collect the amounts due are instituted and the hospital reports that a total of $77,196.22 is now unpaid and owing the state for the care of patients. Much of this amount no doubt represents accounts that should be charged off as uncollectible but that the ability to pay does exist is shown by the fact that $14,955.06 was paid into the trust funds belonging to patients during the year 1939-1940. No doubt many of the beneficiaries of these trust funds are now paying for their care, but no investigation has ever been made to ascertain whether all of them are paying for at least a part of the cost of their hospitalization.

Parole and Discharge Procedures: Under the existing provisions of law, the superintendent may parole patients except criminal patients and patients held under court orders. The board of commissioners for the insane is required by law to discharge patients who are "in fit condition to be at large." There is also a statute providing for a determination by court procedure of the "restoration to capacity" of persons previously held insane.

With regard to alcoholics, the law states that:

> "...the superintendent... may discharge any person committed to said hospital when satisfied that such person is not receiving substantial benefit from further hospital treatment."

With regard to criminals, the law requires that when such a patient becomes sane the superintendent shall notify the sheriff who shall return the person from the asylum.

The practice (which is apparently not required by law) by which the board of commissioners for the insane passes upon the cases recommended for discharge serves no useful purpose. The medical staff of the hospital must make the decisions on the basis of the diagnoses, clinical data, social histories, economic conditions, and other factors. To have these decisions reviewed by a board of laymen entirely unacquainted with the details adds nothing and might do harm.

The present parole and discharge procedures make no provision for social service facilities and this is, of course, a serious deficiency.

Statistical Data as to Patient Population:

The consequences of the present procedures for admitting and discharging patients are shown in certain statistical tabulations that follow. The data were furnished by the hospital.

The first tabulation shows the growth of the average daily population in the past eight years.

Year	Population	Year	Population
1933	1,727	1937	1,822
1934	1,771	1938	1,881
1935	1,823	1939	1,902
1936	1,822	1940	1,907

This same trend exists on a nation-wide scale.

The tabulation that follows shows certain general statistics as to the admissions and discharges of patients for the 1939 and 1940 biennium.

	Number of Patients
Admissions:	
First admissions	610
Readmissions	304
Total admissions	914
Discharges:	
Discharges and paroles	525
Deportations and transfers	22
Deaths	322
Total discharges	869

A classification by diagnoses of the patients admitted during the biennium 1939-1940 is shown in the following tabulation.

Diagnosis	Number of Patients
With psychoses:	
Senile	168
Other psychoses and psychopathic personalities	527
Total with psychoses	695
Without psychoses:	
Alcoholic	91
Mental deficiency	53
Epileptic	24
Drug addiction	11
Primary behavior disorders	6
Total without psychoses	185
Other:	
Unclassified or undiagnosed	34
Total Admissions	914

Attention is called to the 168 senile patients who were admitted. While many of these patients were suffering from major psychoses, others were undoubtedly suffering from mere senility with simple deterioration or mild forms of hallucinations. The need for hospitalization in many of the cases is certainly questionable.

Attention is also called to the 185 patients without psychoses. None of these patients belongs in a hospital for the mentally diseased.

The tabulation that follows is based on data furnished especially for this study and shows the composition of the inmate population of the hospital on August 12, 1941. The patients have been divided on the basis of the admitting diagnoses into four groups - mentally ill who need continued hospitalization; mentally deficient and epileptic patients without psychoses; patients of various classes who are not in need of continued hospitalization for mental disease; and a small group of undiagnosed cases.

Status of Patients	Number of Patients
Mentally ill cases:	
Patients with psychoses or psychopathic personalities	1,618
Criminal patients	49
Total mentally ill cases	1,667
Mentally deficient and epileptics:	
Mentally deficient without psychoses	126
Epileptic without psychoses	14
Total mentally deficient and epileptics	140
Patients probable eligible for parole or discharge:	
Patients with psychoses but able to adjust	92
Patients without psychoses but with physical ailments	10
Alcoholics and drug addicts	17
Senile patient without psychosis	1
Total eligible for parole or discharge	120
Undiagnosed	4
Total patient population	1,931

The group of 140 mentally deficient and epileptic patients should not, in the interests of their own condition, of the other patients, and of the professional work of the hospital, be retained in a hospital for the mentally ill. The state training school expects to complete the rehabilitation of certain buildings formerly used for the deaf and blind by January 1, 1942. These buildings will have a capacity of approximately 240 beds. When they are available, as many as possible of the 140 patients should be transferred to the school on a one-for-one basis with the patients now awaiting admission to the school from their homes.

The group of 120 patients who are eligible for parole or discharge includes about 85 patients suffering from senility with simple deterioration. These patients are clearly not in need of institutional care if they can be placed in their own or foster homes. Similar circumstances apply to the other cases in this group.

In addition to the 260 patients shown in the foregoing tabulation as probably not belonging in the hospital, there are perhaps 100 other patients who would fall in the same category if the facts were available. The diagnoses used in compiling the data are in most cases those formulated when the patients were admitted. The clinical director of the hospital states that there are undoubtedly many epileptics and mental deficients who, while psychotic at the time of admission, are now clear of psychoses. Similarly, there are a number of senile patients originally psychotic who should now be included in the group probably eligible for parole or discharge.

Recommendations as to Admission and Discharge Policies and Procedures:

Suggestions in General: In view of the existing situation, it is recommended that the present statutes relating to the admission and discharge policies and procedures for the institution be repealed and that a new law be drafted and be submitted to the legislature for enactment. The law should be based on the principle that mental illness is not a crime but a group of diseases at least some of which are susceptible of treatment. At the same time, rules and regulations or executive orders governing the administrative details under the law should be promulgated.

The law and the rules might well deal with the subject matter as follows:

(1) Medical requirements for admission as to mental diseases and conditions; types of patients to be admitted and to be excluded; and procedures to be followed in administering such requirements.

(2) Economic requirements for admission as to place of residence and financial menas; and procedures to be followed in administering such requirements.

(3) Requirements for parole or discharge; and procedures to be followed in paroling or discharging patients.

The suggested content of the law and rules with regard to these subjects is dealt with in the paragraphs that follow:

Medical Requirements for Admission: The services of the hospital should be restricted to the diagnosis and treatment of patients with psychoses or psychopathic personalities whose mental condition is such as to require medical and nursing care in a hospital. Only such patients should be eligible for admission.

The law should prohibit the utilization of the institution as a place of custody for non-psychotic persons, except those committed in criminal proceedings, and either the law or the rules should specifically exclude:

(1) Senile patients without psychoses other than simple deterioration
(2) Mentally deficient patients without psychoses
(3) Epileptic patients without psychoses
(4) Alcoholics and drug addicts without psychoses.

The application of these provisions to specific cases involves the exercise of professional psychiatric judgment in the formulation of diagnoses. It is, therefore, suggested that the administration of the medical requirements for admission be removed from the courts and vested in the superintendent of the state hospital.

At the same time, admissions should be placed as far as possible on a voluntary basis. The relatives of patients, the patients themselves, or some other person on their behalf, would apply to the superintendent of the hospital for admission. There might be a requirement that such applications be accompanied by a preliminary diagnosis from a physician in the community. Those cases that the superintendent believed medically eligible would be admitted for periods of observation. The requisite mental, physical, and other clinical data would be secured, together with such social facts as might be available, and diagnoses would be formulated. Upon the basis of these diagnoses, the patients would either be returned to their homes or would be formally admitted.

It is believed that the foregoing procedures if established by the law and rules would encourage the early hospitalization of many incipient cases of mental disease that under the present procedures would be of long standing and far advanced at the time of commitment. The possibility for cure or substantial amelioration would thus be greatly increased.

In vesting the power to admit patients to the institution in the superintendent with the consent of the relatives, it is not believed necessary

to include any specific safeguard against the "railroading" of any patient through criminal collusion between the superintendent and the nearest relative. The likelihood of such an abuse is believed to be no greater than of an abuse of, say, the power to quarantine for communicable diseases. The constitution and statutes provide general safeguards against such occurrances. Furthermore, any provision for recourse to a court is open to two objections. First, both the superintendent and the judge of any court that might be designated are public officials and neither would seem more prone to collusion than the other. Furthermore, such a provision might well be abused by delusional patients genuinely in need of hospitalization and quite properly admitted.

Although every encouragement should be given to voluntary admissions, legal provision would need to be made for the enforced commitment of patients whose relatives refuse to permit voluntary admission. Since these commitments involve the enforced abrogation of civil rights, they must be made by judicial proceedings. However, the courts should be required to send such cases to the hospital for observation and should act upon the advice of the superintendent after the observation and diagnosis of the patients at the state hospital. Similar procedures might well be prescribed in the case of persons undergoing trial in criminal proceedings, through a commitment for observation. No suggestion in this report is intended, however, to imply that the right of any court to commit, in the course of criminal proceedings, is to be abrogated.

Provision should be made for nurses and attendants on the staff of the hospital to bring all patients to the hospital. This procedure would cost no more than transportation for the sheriffs and the costs might continue to be borne by the several counties.

Economic Requirements for Admission: The law and the rules should definitely require the relatives or guardians of patients to pay for their care, in whole or in part, if they are able to do so, as an established state policy. Non-residents should not be granted hospitalization whether or not the onset of their disease occurred within the state. However, due provision should be made to care for emergency cases and no such case should ever be refused admission for any reason.

The enforcemen t of these provisions should be assigned to the three agencies of the state government best able to enforce them, as follows:

(1) The department of public welfare should be responsible for securing the facts as to the place of residence and financial means of patients and their relatives or guardians. The department is best qualified in staff, in experience, and in possessing offices throughout the state to perform this function. The names of newly admitted patients would be referred by the hospital to the department, which would then cause investigations to be made by the staffs of the local welfare offices in the several communities where the patients reside.

(2) The state hospital should be responsible for negotiating agreements to pay with the relatives of patients, on the basis of the data furnished by the department of public welfare.

(3) The attorney general should be responsible for instituting suits to collect delinquent accounts. The names of the patients concerned together with other data would be referred to the attorney general from the hospital. Probably a few such suits in flagrant cases would suffice to improve very materially the collections and to reduce delinquencies.

It is also suggested that, on the basis of the present law and without awaiting amendments, a survey be instituted to ascertain which of the non-paying patients now in the institution have relatives able to pay in whole or in part for their care. It should be possible, using the records of past agreements to pay, the social data in the medical histories, and the trust fund records, to select the group of patients most probably able to pay. In these cases, the procedures already indicated for newly-admitted patients should be instituted through the department of public welfare and, if necessary, the attorney general.

Discharge Policies and Procedures: The law and rules should require the hospital to parole, discharge, or transfer any patient who, through recovery or otherwise, is found to fall within one of the classes of cases that are excluded from admission to the institution. All patients should be required to be rediagnosed at intervals and the following dispositions should be made of the excluded types of patients that are discovered:

(1) Non-criminal patients with mental deficiency or epilepsy or both in need of institutional care but without psychoses should be referred for admission to the training school for feeble-minded persons.

(2) Patients committed in the course of criminal proceedings and found to be mentally competent should be returned to the sheriffs.

(3) Criminals previously transferred from the state prison and found to be without psychoses should be referred back to the state prison.

(4) Non-criminal patients sufficiently free of psychoses as not to require further hospitalization should be referred to the department of public welfare as the first step twoard parole or discharge.

As a safeguard, it should be provided that no patient shall be discharged if injury to his mental or physical health would result from such discharge and that no patient shall be paroled or discharged until arrangements have been made for him to be supported or to support himself.

Under the present statutes and procedures, the chief obstacles to the discharge of the non-psychotic seniles, alcoholics, drug addicts, higher level mental deficients, and other patients mentally and physically able to get along outside the hospital are, of course, economic - lack of a home, no means of support, relatives that cannot be located, or similar situations. Furthermore, many patients can adjust and live outside the institution if suitable home conditions exist while they cannot do so under unfavorable home circumstances.

The availability of social service facilities is, therefore, of vital importance in the discharge of mental hospital patients and most effectively operated mental hospitals have social service staffs to handle these problems.

It is, therefore, recommended that there be established in the department of public welfare a position to be known as psychiatric social service supervisor. The duties of this position would be as follows:

(1) To secure from the hospital the names of patients medically able to be paroled or discharged, together with additional social, economic, and clinical data

(2) To secure additional data about such patients from the local public welfare offices in their communities.

(3) To direct the placement of such patients in their communities through the staffs of the local welfare offices and to arrange for the parole or discharge of such patients.

(4) To act as psychiatric social work consultant to the hospital and to other members of the department of public welfare

(5) To direct the investigations, by the staffs of the local welfare offices, of the economic status and residential eligibility of patients admitted to the hospital

(6) To secure social information about patients for the medical staff of the hospital for use in the formulation of diagnoses.

It is believed that by establishing this position on the staff of the department of public welfare and by utilizing the facilities of the local welfare offices better results would be obtained at less cost than by any other arrangement. The salary of the position and any other costs might be paid out of the hospital appropriation until a corresponding increase in the appropriations for the department of public welfare can be secured.

Psychiatric Clinic:

The proposal has been made that a psychiatric clinic be established in one of the major cities of the state. This clinic would furnish diagnostic and guidance service to citizens, including backward or delinquent children referred by schools, courts of law, or private agencies dealing with juveniles.

Such a clinic is highly desirable. The child guidance service is especially valuable and the availability of diagnostic facilities for adults would undoubtedly operate to cure many incipient cases of mental disease and to prevent their admission to the state hospital.

However, the establishment of an additional service to be rendered by the state should not be undertaken without authorization by the legislature and the provision of an appropriation for operating expenses. In view of the present need of additional physicians at the hospital it would be a great mistake to undertake to institute a psychiatric clinic with the present medical staff.

State Board of Eugenics:

A state law provides as follows:

"The state board of eugenics is hereby created and established for the state of Montana. It shall consist of: The chief physician of each custodial institution, the president of the state medical association, a female member named by the state medical association, and the secretary of the state board of health, the last named to be chairman of the board.

"It shall be the duty of this board to approve or disapprove certificate of sterilization submitted to them by the chief physician of custodial

institution of inmate as provided in section 1444.5 and to review the decision of the said chief physician in case of non-consent on the part of the guardian, or best friend as provided in section 1444.6. This board is also hereby empowered to exercise general supervision of matters pertaining to sterilization, over the chief physician and assistants in custodial institutions, and require from them proper records and data for the determination of the efficiency, benefits and specific efforts of eugenical sterilization."

This law provides for a preventive measure that has been widely approved. Sterilizations are now seldom performed and greater use might well be made of the procedures authorized by law.

Present Organization and Staff:

Legal Provisions: A statute provides that:

"The management, control, and supervision of the state insane asylum, located at Warm Springs, county of Deer Lodge, state of Montana, is hereby vested in the state board of commissioners for the insane, which consists of the governor, the secretary of state, and the attorney general, of which the governor is president and the secretary of state the secretary."

The next section further provides that the powers and duties of the board shall be as follows:

"1. To make rules and regulations for its own government not inconsistent with the laws of the state.
2. To prescribe the duties of the superintendent of the state insane asylum.
3. To provide for the care, custody, maintenance, and treatment of the insane in a safe and suitable building or buildings for that purpose, to be known as the state insane asylum.
4. To make inquiry into the condition of the asylum, and to see that the inmates are properly cared for in respect to clothing, food, and medical attendance, and that they have proper apartments.

5. To make a report biennially to the legislative assembly, giving a statement of the receipts and expenditures, the conditions of the asylum, the number of inmates under treatment, and such other matters as may be advisable.
6. To keep a record of their proceedings, which must be open at all times to the inspection of any citizen."

Another statute provides in part as follows:

"A superintendent of the state insane asylum and an assistant superintendent, who shall be regularly licensed physicians of the state of Montana, shall be appointed by the governor, and such appointments must be transmitted to and approved by the senate."

The superintendent is responsible to the state board of commissioners for the insane.

The staff is by no means excessive for this type of institution and, considering the units severally, in no case does a reduction in the number of positions appear to be desirable. Economies are to be sought in the direction of securing a greater volume and better quality of work from the present staff rather than in reducing the existing staff.

Defects in the Present Organization: The present organization of the hospital is deficient in the following respects:

(1) Some 19 employes report directly to the superintendent. This is entirely too many and results in ineffective supervision and in matters of detail coming to the superintendent with which he should not be concerned.

(2) The responsibility for the direction of identical or clearly similer kinds of work is, in a number of cases, divided between two or more individuals. For example, the medical diagnosis and treatment of patients is supervised by three persons, each responsible directly to the superintendent; the nursing care of patients is directed by three persons; and the operation and maintenance of the physical plant is assigned to no less than six independent units of staff or individuals.

(3) The responsibilities of the business manager and of the steward (who is responsible to the business manager) represent an illogical grouping of more or less unrelated functions. The steward is responsible for the operation of the main store rooms and warehouse and for the preparation and service of food - two unlike and highly specialized functions. The business manager, in addition to being responsible for the steward's unit, is responsible for the work of the accounting office (but not of the medical records office), for the poultry, hogs, and dairy cows (but not for the ranch), and for certain skilled trades (but not for painting or electrical work).

(4) In the cases of a number of subordinate supervisory positions, the titles do not indicate the responsibilities and the salaries are in some cases no higher than those of the employes supervised. This situation is especially noticeable in the case of the attendants who have charge of wards with one or more other attendants assisting them.

(5) Even the existing plan of organization is not strictly, definitely, and consistently observed. Changes in the lines of authority are made on a day to day basis, many employes are in doubt as to who their superiors are, some employes have more than one superior, and many employes are not sure of the extent of their authority.

This situation is the most serious existing at the institution. It is detrimental to the care of patients and to the practice of economy. A complete reorganization of the institution staff is, therefore, proposed in the next section of this report.

Proposed Organization and Staff:

Divisions of the Organization: The hospital would continue to be headed by a superintendent, who would have complete control of all its affairs.

The remainder of the hospital organization is recommended to be divided into seven parts, to be known as divisions. Each dividion would be headed by one person responsible to the superintendent for all the operations and affairs of the division. No other persons would be responsible directly to the superintendent and all other employes would report to him only through their respective heads of divisions. The proposed divisions and the titles of their respective heads are as follows:

Names of Divisions	Titles of Division Heads
Medical division	Assistant superintendent and clinical director
Nursing division	Superintendent of nurses
Dietary division	Dietitian
Housekeeping division	Housekeeper
Mechanical division	Plant engineer
Farm division	Farm manager
Office division	Business manager

The combined title of "Assistant superintendent and clinical director" has been used for the head of the medical division because a position of "assistant superintendent" is created by law and "clinical director" is the more usual title for the position. Although the assistant superintendent and clinical director would ordinarily have no authority over other divisions of the hospital organization, the incumbent of this position might well substitute for the superintendent in his absence and thus the legally required portion of the title is not inappropriate.

Functions of the Divisions: Each of the divisions would be responsible for a single group of similar functions, activities, and kinds of work. A brief statement of the way in which these functions, activities, and kinds of work would be assigned to the several divisions follow:

(1) The medical division would be responsible for the professional medical diagnosis and treatment of the mental and physical ailments of patients, together with certain adjunct diagnostic and therapeutic units.

(2) The nursing division would be responsible for the nursing and attending care of all patients. It would also be responsible in the several wards for the serving of food, the changing of linens and clothing, and the cleaning of quarters.

(3) The dietary division would be responsible for the requisitioning of food supplies; the preparation of food; the serving of meals in the central dining rooms; the delivery of food to the wards; and the collection of garbage from the wards for storage pending disposal.

(4) The housekeeping division would be responsible for the operation of the suggested central linen room; the delivery of clean linens and clothing to the wards; the operation of the laundry; the prevention of losses and waste of linens; the operation of the sewing room; and the cleaning of all offices and living quarters except the wards occupied by patients and the cottages assigned to employes,

(5) The mechanical division would be responsible for the operation of the heating plant, the operation of the several utility systems

throughout the institution, and the repair of all buildings, machinery, and equipment.

(6) The farm division would be responsible for the raising of field crops, truck produce, and livestock; the veterinary care of livestock; the production of dairy and poultry supplies of the farm; and the care of the greenhouse and the maintenance of the grounds and cemeteries.

(7) The office division would be responsible for the keeping of the accounts; the clerical routines of requisitioning and receiving goods, receiving of moneys, timekeeping and payroll procedures, and budgeting; the filing and indexing of medical case records and the compilation of hospital statistics; the operation of the commissary and central storerooms; the control of property throughout the institution; and other clerical services.

Each of the proposed divisions is discussed under a distinctive heading later in this report.

Qualifications of Division Heads: In order to throw further light on the proposed organization, the following tabulation contains a brief statement of the qualifications that should be possessed by the incumbents of the proposed positions.

(1) Assistant superintendent and clinical director. The incumbent of this position should be a physician with both academic education in psychiatry and extensive experience in the diagnosis and treatment of mental disease. Ability to meet the requirements of the American Board of Psychiatry and Neurology is especially desirable. Ability to direct the professional work of other physicians, to gain and retain their loyalty, and to instruct and teach younger physicians in the field of psychiatry is also desirable.

(2) Superintendent of nurses. The superintendent of nurses should be a registered nurse with post graduate courses and ward experience in psychiatric nursing, together with experience in the administration of a large staff of nurses. She should also have the ability to get along well with mental hospital attendants and to direct their work.

(3) Dietitian. The dietitian should be a registered dietitian with experience in the purchasing of perishable food supplies and in the supervision of the preparation and service of means on a large scale.

(4) Housekeeper. The housekeeper should have experience with the supervision of housekeeping activities either in a large hospital or hotel. She should be familiar with laundering processes, the handling of a linen supply on a large scale, the repairing and manufacture of linens, and the cleaning of buildings.

(5) Plant engineer. The plant engineer should be a graduate mechinical engineer with experience both in steam plant operation and in the maintenance and repair of buildings on a large scale. Practical experience equivalent to the college degree should be acceptable.

(6) Farm manager. The farm manager should have experience in the management of farm operations on a large scale, including the care of livestock, hogs, and poultry. Ability to supervise large numbets of unskilled workers is also desirable.

(7) Business manager. The business manager should have experience in the management of a large office, including the keeping of varied records, and in the handling of supplies or commodities on a large scale. Training or experience in accounting is desirable.

Medical Division:

Functions of the Medical Division: The functions of the proposed medical division would be as follows:

(1) The medical diagnosis and treatment of the mental and physical ailments of patients, and the diagnosis and treatment of employes as directed; the review and audit of such professional and psychiatric work and the conduct of medical and psychiatric research; and the professional education of any junior resident physicians in the theory and practice of medicine and psychiatry.

(2) The classification and assignment to wards of newly admitted patients according to their condition; the transfer of patients between wards according to their condition; the transfer of patients to other institutions; the discharge of patients; and the writing of death certificates.

(3) The administration of the physical, recreational, and occupational and industrial therapy programs, including complete authority for the selection of patients for recreational activities and working details; the supervision of the therapeutic aspects of all patient labor, including ward, farm, and other work; the transfer of patients b etween forms of work, and the withdrawal of patients from work.

(4) The operation of the clinical and pathological laboratory, the conduct of radiological services, and the operation of the pharmacy.

(5) The writing of medical records for patients, the keeping of current and complete records as to all medical subject matter, and the closing of medical records after deaths and discharges.

(6) The giving of specific and general treatment orders to nurses, attendants, and other employes responsible for patients and the supervision of the execution of such treatment orders.

(7) The training of employes in the handling and care of mental disease patients.

The medical division would not be responsible for the assignments or duties of employes of any other divisions, for the maintenance of discipline except among the medical staff, or for non-medical or administrative matters assigned to other divisions of the hospital organization. The medical division would have complete responsibility for the diagnosis and treatment of patients in the same way that the several other divisions are responsible for the respective activities assigned to them.

Organization of the Medical Division: As has been indicated, there is now no medical division. An apparent attempt was made to create such a division by giving one of the psychiatrists the title of "clinical director ," but this attempt largely failed since the other physicians are not responsible to the so-called "clinical director". The need is clear for a signle, well-integrated staff under the unquestioned supervision of one qualified psychiatrist to direct the medical care of patients.

Medical Staff: The staff of the proposed medical division would include the following existing positions:

Assistant superintendents*
Psychiatrist (clinical director)*
Psychiatrists
Resident Physician
Dentist
Dentist's assistant
Laboratory technician
Occupational therapists
Recreational therapist
Hydrotherapist

*To be consolidated as assistant superintendent and clinical director

In addition, it is suggested that two part-time positions be created - a pathologist and a pharmacist.

The interpretation of pathological slides has been done outside the institution and the autopsies have been conducted by the resident medical staff. A pathologist to supervise the laboratory, perform biopsies, conduct autopsies, and make reports to the medical staff would be a material addition to the professional staff of the institution. By arrangement with the tuberculosis hospital (which is located nearby) and possibly some other state agency, this position might be established on a part-time basis.

The compounding and filling of prescriptions is now done by the assistant superintendent. Little or no manufacturing of drugs is done and proprietary remedies appear to be extensively used.

It is suggested that a position of pharmacist be established on a part-time basis in conjunction with the tuberculosis hospital. It is not good practice to use the time of a member of the medical staff of such relatively routine work in a hospital of this size. Furthermore, substantial savings would result from the discontinuance of the use of proprietaries and the manufacture of drugs from bulk supplies. At the same time, a drug formulary should be adopted.

The present medical staff is entirely inadequate in size. The Mental Hospital Survey Committee in a report of a survey of the hospital conducted in 1939 stated as follows:

"The superintendent has four assistant physicians, two of whom have had fifteen or more years' service at the hospital. One of these is a woman and has all 721 female patients under her care. The three male assistants share the care of the 1,184 male patients.

"This is a serious lack of medical personnel. The standard of the American Psychiatric Association is 1 physician to 150 patients. Here there is 1 physician to 721 female patients and 1 physician

to 394 male patients, or an average of 1 to 475. The woman is carrying five times the standard load and the men 2.6 times.

"The state should provide immediately for the appointment of at least four more physicians and then gradually increase the number to the standard requirement of twelve physicians.

"The ratio of physicians to patients in hospitals of other states might make Montana's discrepancy more apparent.

Ratio of Physicians to Patients

New York	1:169.9
Massachusetts	1:177.5
New Hampshire	1:165.3
Average of United States	1:243.3
Montana	1:476.3"

Since the preparation of the foregoing, an additional physician has been added to the staff to care for some of the women patients, and part of the care of women patients has been assumed by one of the male physicians.

It is recommended that a part of the funds derived from the savings suggested in other parts of this report be utilized to pay the salaries of additional physicians. These salaries probably need not exceed $2,000 and maintenance for each additional physician if an effort is made to secure younger physicians desiring to qualify themselves as psychiatrists and interested in spending a few years at a state hospital for the sake of the experience.

The hospital is fortunate in possessing on its medical staff the only physician in Montana who has met the requirements of the American Board of Psychiatry and Neurology. Despite the competition now offered by the U.S. medical corps, it should be possible to use the opportunities of working under a qualified psychiatrist as an inducement to secure at least one or two younger physicians.

Consulting Staff: The institution now has no consulting staff. It is recommended that an effort be made to secure the cooperation of a few physicians in Anaconda and Butte who would be willing to accept appointments as consulting physicians and to agree to come to the hospital three or four times a month if requested. It would undoubtedly be necessary to pay the expenses of such trips but probably it would not be necessary to pay fees except in cases of major surgery performed by a consulting physician.

The participation of such physicians in the treatment of patients and possibly in staff meetings would materially strengthen the professional work of the hospital.

Industrial Therapy: The purpose of the hospital unfortunately must be in part custodial but it is also, to the greatest degreee possible, curative. One of the most important curative devices is industrial therapy - the assigning of patients to do useful work around the institution. To be effective, however, the emphasis must be on the good of the patient and not on getting the work done. The industrial therapy assignments must be classified as to the type of patients for which they are suited. The needs of each patient must be diagnosed with regard to the class of work assignment clinically indicated. The employes in charge of the work must be taught not to drive the

patients unwillingly through it or to do the work themselves while the patients stand by idle (often the easier course) but to arouse the interests of the patients and teach them the work. Finally, the industrial therapy details must be reconsidered from time to time in the light of the progress or retrogression of the workers and patients must be transferred between details or withdrawn. The effectiveness with which these principles are applied may well mean the difference between recovery and life-long incapacitation.

The present industrial therapy program of the hospital is deficient in nearly all the foregoing respects. Patients are diagnosed at the time of admission and working assignments are designated. The clinical director is reported in some cases to have withdrawn patients from working assignments but otherwise little positive support is given the industrial therapy program.

The majority of the employes do not understand the therapeutic aspects of industrial therapy and regard the patient population merely as a somewhat unreliable labor supply. The tentative steps taken by the medical staff to reassign patients are generally misunderstood and resented by the employes as unwarranted interference. While positive evidence is lacking, it seems likely that some patients who could adjust life outside the institution are kept on because of their usefulness in the work of the hospital, under what may be termed a form of benevolent slavery.

It is, therefore, recommended that the staff of the medical division, acting through its head, be given entire authority to select working assignments for patients, to reassign them, and to withdraw them. The medical staff should also supervise the actual working assignments of patients to see that the therapeutic benefits are obtained. Furthermore, the medical staff should see that those employes who have charge of patients thoroughly understand the handling of the patients and the purposes for which they are assigned.

It is, of course, understood that the work of the institution must go on and that the work of the patients must be available. In planning the assignments, a sufficient number of patients mentally and physically able to do the work must be assigned. However, once these needs are met, it matters little whether one particular patient or another is assigned. In fact, the selection of patients in relation to the type of work should improve the results that are achieved by the inmate workers.

In addition to the formal industrial therapy assignments of patients, it is the practice of a number of employes and their families to employ patients for small errands and to tip them for the services.

This practice is undesirable for several reasons. Only employes who are definitely authorized to do so should be permitted to give instructions to patients. Other persons who are not employes of the state (even though living at the hospital) should not be allowed authority over patients. Furthermore, the patients assigned to, say, the farm receive no pay for their work and it is unfair that other patients should be paid. Their positions tend to become privileges subject to favoritism. Finally, the tipping of patients by employes is in itself invidious.

It is, therefore, suggested that this practice be forbidden.

Occupational and Recreational Therapy: Occupational and recreational therapy programs have recently been instituted. The hospital is to be commended for this advance. The programs should be expanded to the extent that available funds will permit.

Medical Procedures: Certain steps should be taken with regard to the medical care of patients.

Only about 12 cases of tuberculosis are known to exist among the patients. It seems certain that more cases exist and it is recommended that a case-finding survey be instituted. By utilizing the staff of the nearby tuberculosis hospital, it is estimated that a survey could be conducted for about $750.

Tuberculosis patients are now kept in separate rooms on the same wards with other patients. With the finding of additional cases, a ward or wards should be set aside for these patients.

Little elective surgery is now done and the operations that are performed are mostly emergency cases. Only about 16 major operations a year are now performed. With the availability of a consulting surgeon to supplement the medical staff, a considerably number of surgical procedures that would be beneficial could be performed.

Both mental and physical reexaminations of all patients should be made once a year. With any increase in the medical staff an effort to achieve this standard should be made.

The care of the feet is important with mental cases and no especial provision is now made for this purpose. It is suggested that the services of a chiropodist be secured to treat selected cases and to instruct the attendants in the prevention and routine treatment of foot ailments.

The hospital has no deep-ray radiological equipment. Arrangements should be made to send patients for treatments to a physician operating such equipment.

Hydrotherapy: Only two hydrotherapy baths are now in operation. This is totally inadequate and additional baths should be installed when the availability of funds will permit.

Thermostats to control the water temperature of the baths should be installed. The use of manual controls is dangerous to the patients.

Operating Room Equipment: There is now no adequate surgical lamp in the operating room and a treatment table is being used as an operating table. A modern light and a surgical table are needed.

Nursing Division:

Functions of the Nursing Division: The functions of the proposed nursing division would be as follows:

(1) The nursing and attending care of patients.

(2) The carrying out of treatment orders given by physicians of the medical division.

(3) Subject to the general directions of the medical division, the preservation of the mental and physical health of patients; the active promotion of mental hygiene and therapy; the prevention of injuries property damage, and escapes; and the promotion of discipline, morale, and cleanliness among the patients.

(4) In the wards, the serving of food; the changing of linens and clothing; the cleaning of floors, walls, ceilings, and other areas; and the control, storage, and issuance of supplies and equipment.

(5) The keeping up to date of the schedule of classification of patients by behavior, levels of adjustment, and physical disease and by wards, as approved by the superintendent, including the transferring of groups of patients, the consolidation or separation of wards, and the opening or closing of existing wards.

(6) The teaching of nursing procedures and techniques to student nurses and the training of attendants, in cooperation with the medical division as to instruction in medical matters.

(7) The operation of the barber and beauty shops.

The division would not be responsible for patients engaged in occupational therapy or industrial therapy outside the wards while they are in the care of other divisions.

Organization of the Nursing Staff: There are now four nursing staffs at the hospital - one for male patients, one for female patients, one for the receiving hospital, and one for the psychiatric nursing course. The first three are headed by supervisors who are responsible to the superintendent. The last is headed by a supervisor of psychiatric nurses who is on the payroll of the Montana state college and is responsible to the supervisor of nursing education at the college.

Under the proposed plan of organization, it is recommended that these staffs be consolidated and that a superintendent of nurses be placed in charge of all nursing and attending activities at the institution.

Attention is called to the fact that the placing of a graduate nurse in charge is a departure from the accepted practice at state hospitals. Nonprofessional supervisors of attendants are ordinarily placed in charge and the reason is given that the existing disharmony between the practical attendants and the professional nurses makes the latter unsuitable to assume charge. However, it is believed that a nurse with administrative experience and ability could overcome these difficulties and that any such disadvantages would be far outweighed by the benefits of professional nursing supervision.

It has been recommended elsewhere in this report that the attendants in charge of wards be recognized as charge attendants in title and in pay.

Nursing Staff: The staff of the proposed nursing division would include the following existing positions:

Supervisors
Assistant supervisors
Supervising nurse
Supervisor of psychiatric nurses
Student nurses
Attendants
Barber
Beautician

The barber is now responsible to the superin tendent and the beautician to the clinical director. These positions belong on the nursing staff.

There are now about 125 graduate nurses, supervisors, and attendants on the hospital staff, or a ratio of about one nurse or attendant to 15 patients. In comparison with the standard of the American Psychiatric Association of one nursing employe to eight patients, the need for additional attendants is apparent.

The training program for nurses and attendants is discussed in another section of this report in connection with the proposed training program for all employes.

Dietary Division:

Functions of the Dietary Division: The functions of the proposed dietary division would be as follows:

(1) The ordering and requisitioning of raw food supplies from the central purchasing agency, the storeroom, and the farm; the preparation of estimates of raw food needs; and the writing of menus

(2) The storage of perishable foods requiring refrigeration and of a 24-hour supply of other foods

(3) The preparation of bakery products, the cutting of meat, and the cleaning of vegetables

(4) The cooking of all food in the main kitchen and the clinic building kitchen

(5) The service of food to employes in the employes' dining room; and the delivery of cooked food to the ward dining rooms

(6) The collection of food garbage from the service points and kitchens and the classification and storage of garbage pending pick-up and disposal

(7) The cleaning of the kitchens, dining rooms, and other rooms used by the dietary division.

Dietary Organization: The foregoing activities are now conducted under the direction of the steward. The steward is also responsible for the operation of the institution storerooms.

When economically conducted, the preparation and service of food is in a number of respects one of the most complicated operations in an institution. Somewhat more than $100,000 a year of raw food supplies are consumed and of all the supplies used at the institution food is probably the most difficult to control.

The creation of a separate dietary division headed by a qualified dietition is, therefore, fully justified as an economy measure. In addition, a dietitian could do a number of things to improve the quality and quantity of the food served and could make available additional therapeutic diets for the patients who need them.

Dietary Staff: The staff of the proposed dietary division would include the following existing positions: chief cook, cooks, butcher, baker, waitress, relief waitress, and cook (clinic building).

These employes would be responsible, either directly or indirectly, to the dietitian.

Dietary Records: The preparation and serving of food are now done largely by rule of thumb methods and little use is made of any system of requisitions and records to control the use of food. There is widewpread evidence about the institution that large quantities of food are wasted as a consequence.

It is not within the scope of this report to outline a system of records for the dietary division, especially in view of the complexity of food accounting. Any qualified dietitian should be fully acquainted with what is required.

Merely to indicate what type of records are needed, however, it is suggested that provision be made for the following:

(1) Records of food quantities and kinds received from the farm
(2) Written requisitions for food supplies issued from the butcher shop, bakery, ice boses, vegetable rooms, and storerooms (the last is now done)
(3) Monthly forecasts of food quantities necessary to be purchased
(4) Written menus prepared a week in advance, providing for a basic menu and variations for the employes and the several types of patients
(5) The preparation of daily pre-estimates of meals to be served
(6) A schedule of standard servings per person
(7) A file of recipes with standard quantities
(8) Records of the weight and quality of plate garbage
(9) Counts of the number of meals served to employes and to patients
(10) Records of raw food costs per meal and per serving.

Without such records as these, it is impossible to control the preparation of food or to prevent waste.

Quality of Meals: Certain data reported by the hospital office as to the cost of raw food for employes and for patients indicates both a shocking inadequacy in the diet for patients and an equally shocking discrimination in favor of the employes.

For the purpose of comparison, it may be mentioned that the raw food cost at a general hospital often runs from 10¢ to 12¢ a meal. At mental hospitals operating with the strictest economy compatible with the health of the patients, raw food costs of 8¢ to 10¢ a meal for employes and 6¢ to 8¢ a meal for patients might be expected. The able-bodied employes can be expected to require more food than the patients, many of whom are idle. However, the raw food costs at the Montana state hospital are as follows:

Employes	12¢ a meal
Patients	3.6¢ a meal

These figures speak for themselves.

The menus are now written by the chief cook. Apparently no supervision over the balance of the menus is exercised by the medical staff. The proportion of carbohydrates in the menus is clearly high and the vitamin content is low. There seems little question that many cases of avitaminosis exist among the patients.

Other Dietary Matters: The food is now taken to the wards in buckets that are not covered. The food containers should not leave the kitchen without being covered.

The plate scraps are in many cases returned from the wards in the same containers in which the food is sent to the wards. Separate garbage containers should be provided for this purpose.

Heated food carts would greatly improve the quality of the food served in the wards. However, about $6,000 would be required to purchase the necessary carts.

The garbage is made up in the same room, beaneath the main kitchen, in which the vegetables are prepared. Although an effort is made to keep it clean, this room can only be characterized as filthy. A separate vegetable room should be provided.

Control of Allowances in Kind: No control is now exercised over the serving of meals to employes or outsiders, except in an informal way by the waitress in the employes' dining room.

A schedule should be prepared showing for each employe the number of meals to which he is entitled as part of his salary. To a considerable extent, the option might be left to the employe as to how much of his salary is to be taken in kind, but once decided upon the schedule should be enforced.

Visitors should not be permitted to take meals in the employes' dining room without specific permission of the dietitian. They might well be charged with the cost of their meals.

It is now the practice to allow a number of the supervisory employes to draw food from the storeroom without charge, up to a certain monthly amount. The maximums differ quite widely with different employes.

This practice makes for discrepancies between the actual net rates of pay of employes and for jealousies between employes. It also causes additional work for the stores and clerks and makes the control of food supplies more difficult. It is, therefore, recommended that the salaries of these employes be increased by the amount of their commissary allowances and that the issuance of food supplies without charge be discontinued.

Housekeeping Division:

Functions of the Housekeeping Division: The functions of the proposed housekeeping division would be as follows:

(1) The operation of the laundry and the washing and finishing of all linens and clothing articles
(2) The operation of the central linen room, including the storing, dispensing, and delivery of linens to the wards and other places of use
(3) The manufacture and repair of clothing and other textile articles
(4) The cleaning and maintenance of all living quarters and other floor areas not otherwise assigned
(5) The maintenance of discipline and the enforcement of the rules as to conduct in the living quarters for employes

Housekeeping Organization: The washing of soiled linens and clothing articles and the purchase of linens, clothing, and cleaning supplies involve some of the largest expenditures of the hospital. The responsibility for the control of these expenditures is now divided between three attendant supervisors, the housekeeper, the laundry foreman, the steward, and other employes. Very little is now done either to reduce the volume of laundry work or to control the consumption of linens and clothing articles. It is, therefore, believed that the establishment of the suggested housekeeping division headed by a housekeeper to supervise these activities would be an economy measure.

Housekeeping Staff: The staff of the proposed housekeeping division would include the following existing positions: Housekeeper, laundry foreman, laundrymen, laundresses, seamstress.

Control of Excessive Laundering: Flat work linens and similar articles are now marked with ward or building identifications and are returned from the laundry according to the marking. The articles are counted on the wards.

Although this system is the one often used in state mental hospitals (though not in other hospitals), it is not believed to be the best. The marking of articles by wards makes it necessary for each ward to have its own reserve supply, makes the control of the number of articles laundered difficult, and involves the sorting of the articles not only by types but also by wards.

It is recommended that a central linen room be established and that linens be not marked by wards or buildings. Under this plan, flat work articles would be returned from the laundry to the central linen room and there be plac ed on the shelves. Each ward would then requisition to the housekeeper for its needs and the articles would be transmitted to them upon the approval of the housekeeper. The older linens could continue to be used for the untidy wards.

Under this system, the housekeeper would be responsible for checking the linen requisitions against the ward census reports and, with due regard to the type of patients on each ward, for controlling the quantities of linens used.

The clothing articles worn by patients would continue to be marked by wards and would be returned directly to them from the laundry. Employes' clothing would be returned to their residences or rooms.

The housekeeper should promulgate a schedule as to the number of articles to be laundered each week for patients and for employes and should check the laundry lists to see that the schedule was not exceeded.

Control of Issuance of New Articles: Many of the wards now stock sufficient quantities of clothing articles to supply the patients for six months or a year. Many extra sheets are also kept, and in one case more than a dozen packages of new and unused sheets were found on a ward linen closet shelf.

The housekeeper should pass on all requisitions for new clothing articles for patients before they are transmitted to the storeroom. A standard number of articles should be permitted each patient and the housekeeper should visit the ward linen closets periodically to see that any surplus articles are returned.

New flat work articles, of course, would be placed on the shelves of the central linen room and would not be issued to any specific ward.

The linen articles should be counted out of the wards when soiled and the clean linens should be counted back into the central linen room from the laundry. These counts should be reconciled with the requisitions from the wards for clean articles and any losses that appeared should be promptly investigated.

Marking of Patients' Clothing: The clothing worn by patients is now marked only by wards and not with the names of the patients. Clothing once issued should as far as possible be used by the same patients after each washing and should be marked accordingly.

Housekeeping Records: The housekeeping records should provide for the following information:

(1) The total number of flat work articles in use (By means of a perpetual inventory)
(2) The number of pieces of clean linen used by each ward each day or week and the number of patients on each ward
(3) The standard allowance of clothing issued for the use of patients
(4) The quantity of clothing articles to be washed for patients and employes each week.

Laundry: The laundry is now operated by rule-of-thumb methods under the supervision of an employe who when appointed had no previous experience in laundry work. Accurate operation of the wash-wheels is in any event impossible at present, since they are not equipped with thermometers or gauges and no clocks are available to time the washes. The operation of a laundry under these conditions necessarily results in large expenditures due to excessive wear on linen articles and to the waste of power and supplies.

The records of the laundry should provide for the following data:

(1) Number of pieces received daily
(2) Weight of wash received daily
(3) Quantities of water, steam, and electricity used
(4) Quantities of detergents and other supplies used
(5) Costs of laundering per piece and per pound.

Washing schedules for the several types of soils and of linens should be promulgated and should be posted on or near the wash-wheels. These should cover for each type of soil the number of breaks to be used, temperature of water, and quantities of supplies.

Titration equipment is not now used to test the solutions. Such checks should be regularly made.

A clock (or even better, several alarm clocks) should be available to time the breaks and thermometers should be provided. The hot and cold water, steam, and electricity should be separately metered.

It is also suggested that the laundry foreman be given an opportunity to acquaint himself with scientific laundering methods.

Space should be available to sort the linens according to the degree of soil and to count and weigh the articles. The new laundry building will probably provide this space.

The old tumbler and drying racks are major fire hazards at present.

Mechanical Division:

Functions of the Mechanical Division: The functions of the proposed mechanical division would be as follows:

(1) The operation, maintenance, and repair of the heating plant

(2) The operation, maintenance, and repair of the water, sewer, drainage, electric, refrigerating, steam, and gas systems throughout the institution, together with their machinery and appurtances, and the maintenance and repair of the telephone system

(3) The control of the use of the several utility systems, and the prevention of waste or abuse of the facilities either through excessive consumption or the installation of needless or improperly located outlets

(4) The supervision of the several utility systems to see that all divisions and other units of the institution receive adequate services and are adequately protected against fire, water, sanitary, or other hazards

(5) The maintenance and repair of all buildings and other structures and improvements on the institution grounds, including those on the farm and those used as residences by officials and employes

(6) The maintenance and repair of all machinery and equipment throughout the institution, including medical equipment and appliances and farm mahcinery and tools; and the construction of such equipment as it may be desirable to build

(7) The representation of the interests of the state and the institution in all contractual projects for the construction or repair of fixed structures, machinery, equipment, or other improvements where the responsibility for such representation is not specifically delegated to some agency other than the institution

(8) The planning and execution of the capital outlay program of the institution, including the initiation of requests and the preparation of statements of need and estimates of cost as to repair or construction projects and machinery or equipment to be purchased, the reporting of progress, and the inspection of equipment delivered and projects completed for compliance with plans and specifications

(9) The assignment of office, storage, shop, or other working space to the several units of the institution; the determination of changes in space requirements; and the supervision of the use of space to see that working needs are met and that space is not wasted.

It should be noted that under these assignments of functions the mechanical division may do construction, repair, or maintenance work either by force account or by contract, that it may either construct or purchase ready-built equipment (subject only to control by superior authority) and that nothing in the foregoing assignments of responsibility is to be construed as indicating preference for either force account or contract work. The mechanical division would be equally responsible for seeing that the work is properly done in either case.

Mechanical Division Staff: The staff of the proposed mechanical division would include the following existing positions: Plumber, plumber helper, chief engineer, engineer, relief engineer, chief electrician, apprentice electrician, painter, mechanic-garage man, construction foreman, shoemaker, upholsterer, night watchman.

The plant engineer, in addition to directing the foregoing staff, might act as engineering consultant for the near-by tuberculosis hospital. This matter is further discussed in the report on that institution.

Heating Plant: The heating plant generates steam and hot water for heating, cooking, sterilizing, and laundry use. The plant comprises six fire tube boilers fired with gas, four of 150 hp and two of 100 hp, operating at 125 pounds, together with the usual auxiliaries. The boilers and auxiliaries are old but appear to be in fair operating condition. The raw feed water is treated with boiler compound and boiler scaling is said not to be a problem.

The steam and water lines are laid in tunnels. An adequate vacuum seems to be maintained on the return lines.

A gas meter on the main gas line to the boilers was recently removed. Except for one water meter that is used for spot checks, no other meters are utilized.

It is impossible to operate a heating plant efficiently under these conditions and it is recommended that properly located steam flow, feed water, hot water, and gas meters be installed. The installation should include the necessary sub-metering for the kitchen and laundry.

Although various informal records have been kept of heating plant operations on the basis of what data were available, no formal log has been maintained. The meters should be regularly read and a complete log containing the standard information should be kept. The data therein should be used to compute unit costs of operation and these costs, together with other figures, should be used to control the operations and to prevent wastes of steam and hot water. Under the supervision of a competent plant engineer, the meters should pay for themselves in a short period of time.

In the event of a failure of the gas supply, it would be impossible to maintain a head of steam in the boilers. It is recommended that auxiliary oil burners be installed under a sufficient number of boilers to provide for emergency requirements.

A proposal has recently been submitted by an engineering firm to reduce the pressure of certain boilers and to make a number of other changes in the heating system. Since the plant has been operating for years without adequate records of operating results and without effective supervision by a mechanical engineer, it seems probable that a number of operating economies could be made.

Water and Sewage Systems: The potable water supply of the institution is secured from two wells about 100 feet deep located two miles away. Two centrifugal deep-well pumps of about 900 gpm total capacity driven by 25 hp electric motors supply the water through an 11 inch main. The water is stored in a 120,000 gallon elevated tank from which it flows by gravity to the domestic and fire systems. Samples of the water are regularly tested for purity.

In addition to this system, a gravity water line is used for sprinkling the lawns and also to supply the Mitchell building, in which patients live. A water line from the hot spring is also used to heat the greenhouse and to water the dairy cattle. A pump at the lake is cross connected to the potable water syst em to provide additional water for fire defense purposes. This pump is equipped to disinfect the lake water before it is pumped into the water system. None of the auxiliary supplies of water is potable.

Sections of faulty water main are being gradually replaced.

The sewage of the institution passes untreated into a near-by stream.

Considerable quantities of sand are pumped up from the wells. An engineering study should be made to determine whether new well casing or other remedial measures are needed. If the pumping of sand cannot be prevented without excessive expense, steps should be taken to install some form of trap. The sand must not be allowed to pass through the system.

The furnishing of non-potable water to a building in which patients live is undesirable, even though provision is said to be made to furnish them with potable drinking water. Provision should be made to supply this building with uncontaminated water.

A log should be kept for the well pumps showing the hours of operation and the gallons of water pumped. Regular inspections should be made by the plent engineer to detect leaks in the system and waste due to carelessness and rules should be promulgated covering the use of water.

Electric System: Single phase electric current is supplied to the institution at 66,000 volts. This is transformed in a sub-station to 2,200 volts for distribution to the state tuberculosis sanitarium at Galen and to the several transformers about the institution. Three phase current is also supplied.

An electric rate has recently been placed in effect at the hospital that includes a KW demand charge on a sliding scale. In order to avoid excessive demand charges, the plant engineer with the assistance of the electrician should prepare and enforce a schedule regulating the hours at which the heavier electric motors may be used. The motors of the well pumps, which are not controlled automatically according to the water level in the tank, should be turned off during the peak electrical demand periods. Considerable savings in current costs are possible by this means.

Meters now record the total electric load of the institution, the load of the laundry, and the load of the well pumps. Other portions of the load should also be metered. A formal meter log should be kept and the plant engineer should act to stop excessive use or waste of current. The electrician now takes some steps in this direction but neither the data that are available nor the electrician's authority are now adequate to stop waste.

The electric shop now needs a lathe and this equipment should be made available.

There is some knob and tube electric wiring at the institution but this is being replaced with standard wiring.

Refrigerating Plant: The refrigerating plant for the butcher shop now shows a serious ammonia leak. This should be corrected.

Plant Maintenance Records: While some records are now kept by the several repairmen on an informal basis, no adequate plant maintenance records are available. Provision should be made for the following:

(1) Written and duly approved work orders
(2) Schedules of repair work for the several trades and records of work done
(3) Schedule of preventive maintenance work for slack periods
(4) Perpetual inventory of equipment and stock on hand
(5) Records of the cost of maintenance for the several buildings
(6) Blueprints, diagrams, and maps of buildings and equipment.

Unless records of this kind are available, carelessness, breakage, and excessive repair work, neglect of needed repairs, break-downs, unnecessary "emergency work", losses of parts and supplies, and other wastes of time and material will unavoidably result.

It is recommended that carefully designed records be installed, that they be properly kept, and that the plant engineer be empowered to take the necessary preventive measures when the records indicate waste or losses. This authority would be given to him under the proposed plan of organization.

Central Shop: The maintenance and repair shops are now scattered about the institution in separate buildings. Provision should be made to place the shops in a single building, preferably near the heating plant. This would permit the establishment of a single storeroom for plant maintenance supplies, materials, parts, and unused equipment and better control of these items, Savings would also result from the sharing of the heavier shop equipment between the several trades and losses of tools could more easily be prevented.

Fire Defenses: The institution has a home-made hose and chemical fire truck that seems to be adequately equipped. Practice runs are held with this truck periodically. The construction foreman has been designated as "fire chief" to take charge of the fire fighting and has some experience in such work. The crew of the fire truck is taken on tours of the wards periodically to familiarize them with the location of exits and similar facts. The water supply for fire fighting is adequate and provisions have been made to increase the pressure in the water system in case of fire. Hand extinguishers are also available and are regularly refilled.

Certain changes and improvements in the fire defenses of the institution are needed. Some of these can be effected without substantial money expenditures whereas others involve large capital outlays. Those not involving substantial expenditures are as follows:

(1) Fire drills should be held regularly. These should involve the actual removal of patients from designated wards and the employes concerned should not be informed whether the alarm is real or simulated.

(2) A schedule of fire assignments should be prepared, showing the posts that are to be manned in case of fire and the duties of those manning them. Arrangements should be made to designate a specific employe for each post and when any such employe leaves the grounds another person should be designated to fill his fire post during his absence.

(3) The table in the operating room should be grounded to prevent sparks from static electricity and non-arcing light switches should be installed. Both of these measures are necessary precautions against the danger of explosions of anesthetic gases.

(4) The plant engineer should be designated as fire marshal for the institution. He should make regular inspections of the institution to insure (a) the abatement of fire hazards with a view to fire prevention and (b) the adequacy and good operating condition of the fire fighting equipment. He should have authority to enforce compliance with safety precautions.

(5) Smoking on the part of employes and patients should be prohibited in certain designated places.

The fire defense measures involving substantial capital outlays are as follows:

(1) A number of open stair wells should be enclosed with fire-resistent partitions, in order to prevent their acting as chimneys in case of fire.

(2) Automatic fire doors should be installed in certain doorways.

(3) Automatic sprinklers should be installed at least in those places where the danger of fire is greatest.

(4) Additional chemical tanks should be purchased.

(5) Certain fire hydrants should be relocated.

(6) Fire escapes should be constructed for certain buildings and certain wards with a single narrow stairway entrance should be provided with alternate exits.

(7) A fire alarm system independent of the telephone system should be installed, since telephones should not be relied on for this purpose.

(8) Fire-resistant shutters should be installed to cover the apertures of the motion picture projection booth.

(9) The gas sterilizers next to the operating room should be moved elsewhere or should be replaced with steam sterilizers. The open flames in conjunction with explosive anesthetics constitute a major hazard.

A number of other recommendations were made in a survey conducted by the board of fire underwriters of the Pacific. These additional regulations should be put into effect as soon as possible and a new survey to determine if additional hazards exist might well be requested of the board.

Farm Division:

Functions of the Farm Division: The functions of the proposed farm division would be as follows:

(1) The sowing, planting, cultivation, harvesting, and storage of field crops and vegetable produce; the care of pastures; the raising, veterinary care, and butchering of livestock; and the production of eggs and dairy products

(2) The conservation, preservation, and reclamation of the land through drainage, prevention of erosion, choice of crops, rotation of crops, fertilization, and other means

(3) The making of minor repairs not requiring the skilled services of the mechanical division to the farm equipment, buildings, sheds, pens, fences, roads, bridges, and other improvements; and the operation of equipment and machinery

(4) The ordinary maintenance of the grounds about the institution, including the lawns, trees, shrubs, flowers, roads, bridges, walks, and outdoor recreation facilities

(5) The care of the cemetery and the burial of bodies

(6) The representation of the interests of the state in the negotiation of land rental and crop contracts.

Organization of the Farm Division: The raising of hogs, the operation of the dairy, the raising of poultry, the care of the grounds, flowers, and shrubbery, and the care of the approximately 1250 acres of land about the institution are now conducted as separate activities. It is believed that better coordination and supervision would result from placing these activities under a farm manager.

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(1) [illegible]

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(6) [illegible]

[illegible]

Farm Division Staff: The staff of the proposed farm division would include the following existing positions: Florist, Dairyman, Farm Attendant, Garden Attendant, Poultryman, Hog Ranch Foreman, Ranch Foreman.

Farm Procedures: The present truck patches should be laid by for one or more seasons. This land has been in use for a long time without rotation and is not in good condition.

Only about 50 acres of land are now utilized for truck produce. A considerable increase in the acreage should be made to the extent that suitable land can be found on the state farm.

Under contracts whereby the institution purchases the crops of neighboring farmers and supplies inmate workers to assist in harvesting crops, patients are at times permitted to work on the neighboring farms under the supervision of persons not employed by the institution. In the interests of the patients, this should not be permitted unless a hospital employe is always present.

The farm division would be responsible for the care of roads about the institution, as is the present ranch foreman's staff. It is suggested that an arrangement be entered into with the state highway commission to secure the assistance of the commission on road maintenance work calling for equipment not otherwise available. The division engineer of the commission, or someone designated by him, should also be consulted as required on road and bridge maintenance problems about the institution.

Milk samples should be regularly tested in the hospital laboratory.

Farm Equipment: Milk pasteurization equipment is not now available but should be installed. Particularly where inmate labor is used for hand milking, the drinking of unpasteurized milk is undesirable. The present antiquated dairy barn should be replaced and the dairy herd might well be increased in size. Milking machines could well be used at the institution, although the need is by no means imperative.

A plan should be formulated for relocating certain farm buildings in the interest of reducing rehandling of produce, additional hauling, and losses of time and supplies. These appear now to be substantial handicaps to the work of the staff. The relocations could probably by done in off seasons at small cost. At the same time, the farm manager should be provided with an office. No office for the keeping of farm records is now available.

No tool shop is now available in which to keep hand tools used on the farms. Such a shop should be provided and improved control over the tools in use should be established. The following tabulation shows the physical inventory of certain farm items for June 30, 1940, and for June 30, 1941.

	June 30, 1940	June 30, 1941
Horse brushes	12	6
Curry combs	12	6
Hay forks	40	12
Irrigating shovels	12	6
Alfalfa forks	36	12
McCormick mowers	7	6(a)
McCormick rakes	7	6(b)

(a) Includes two mowers condemned in 1940-1941
(b) Includes one rake condemned in 1940-1941

The foregoing discrepancies are stated to be entirely due to losses occurring during the year. Many of the tools are used by patients on near-by farms under the contracts already referred to and this seems to be a major source of losses.

Office Division:

Functions of the Office Division: The functions of the proposed office division would be as follows:

(1) The keeping of the books of account; the receiving of cash; and the making of petty cash disbursements

(2) The preparation, distribution, and keeping of statements as to expenditures, condition of appropriations, unit and other costs, and hospital statistics

(3) The handling of requisitions, receiving reports, stores inventory reports, and other forms and reports connected with the requisitioning, purchasing, receiving, storage, and issuance of supplies, materials, and equipment

(4) The handling of attendance records and other personnel records, reports, and forms; and the distribution of pay checks

(5) The keeping of perpetual inventories of property, equipment, furniture, machinery, linens, clothing, and utensils, and conduct of property control procedures

(6) The preparation of budget estimates in conjunction with the heads of the several divisions and the superintendent

(7) The furnishing of general filing and clerical services

(8) The filing of the medical records of patients, the indexing of records, the compilation of statistical data, and the furnishing of statistical and factual information from the records

(9) The operation of the storerooms, including the commissary; and the receiving, inspection, storage, and issuance of supplies, materials, and equipment

(10) The operation of the telephone switchboard and the receiving and guiding of visitors

(11) The securing of routine information from newly admitted patients and the taking of custody over their valuables

Organization of the Office Division: The proposed office division would be headed by the business manager, whose position was recently created. Under the suggested allocation of functions, the business manager would have control over the financial procedures of the institution to an extent fully adequate to enable him to control expenditures and prevent waste in all parts of the institution.

At the same time, the proposed consolidation in the one division of the medical records office, accounting office, and commissary should materially facilitate the exercise of such control and the coordination of the clerical activities.

Office Staff: The staff of the proposed office division would include the following existing positions: Business Manager, Accountant, Night Telephone Operator, Secretary, Stenographer, Clerks, Inventory Clerk, Steward, Assistant Steward.

The business manager would have charge of the work and would be responsible directly to the superintendent.

It should be noted that the business manager would not have authority, as he now has, over farm operations, plant repair, heating plant operations, food preparation, or laundering.

Accounting Procedures: A number of improvements should be made in the present accounting procedures and records, including better stores records, property control, perpetual inventory records, handling of receipts, and handling of petty cash. The present procedures are not adequate to prevent possible losses of supplies, materials, or equipment, a good deal of work is done that is not necessary, and the information produced by the records could be considerably improved in clarity, accuracy, and completeness.

However, the accounting procedures are to a considerable extent prescribed by agencies other than the hospital and the subject is, therefore, dealt with in other reports of this series.

Records Kept in Helena: The original commitment papers, an admission journal, a file of reports on movements of patients by name, and a card index are kept in the office of the board of examiners in Helena. These documents, together with a minute book, constitute the records of the board of commissioners for the insane.

The original commitment papers should be kept at the hospital and there seems little reason for having them at the state capitol. The other records represent needless duplications of records that are available at the hospital. It is recommended that the keeping of these records in Helena be discontinued. Persons requesting information can readily be referred to the hospital.

Medical Records: Due at least in part to the smallness of the medical staff, the medical records of the hospital are not fully adequate in content and are not fully kept up to date.

A cross index to the records by types of psychoses or other disease would be of considerable clinical interest and value.

Postoffice: The position of secretary is at present strictly a part-time position, since the incumbent operates a postoffice for the institution and is paid for the work by the federal government.

This arrangement is not satisfactory. It is suggested that, if the postoffice department will agree, the money be paid to the state and one of the clerical force do the work as part of the regular duties. As an alternative, the postoffice might be permitted to be operated by some person not on the institution staff in order to permit the office employes to devote their full time to the state work.

Training of Employes:

The attitude of many of the hospital employes toward patients and their understanding of the nature of mental disease are now deficient. The

opinion is widespread among the employes that the hospital is in no way curative in purpose and that mental illness is incurable. Furthermore, marked discriminations are permitted to exist between patients and employes in favor of the latter.

One example should suffice. The washers in the laundry are sterilized and cleaned each Monday morning and the employes' clothing articles are washed immediately thereafter. Patients' articles are washed later in the week. The reason given for this practice was "to prevent contaminating the employes' clothing." A number of similar situations were noted in the course of this study.

A training course has already been instituted for the nurses and the attendants are in theory supposed to participate. However, the same course is given for attendants as for nurses and much of the theoretical material is of interest only to the professionally trained nurses. Partly as a result of this, and partly because of poor morale, the course is widely disliked and boycotted by the attendants.

It is recommended that the clinical director arrange for and conduct a training program for employes, with the assistance of the other heads of divisions. All employes, including not only attendants but everyone working at the institution should be required to take the course. The scope and content of the course should be adapted to the needs of the several groups of employes and for non-professional workers should be in practical terms. Actual demonstrations should be preferred wherever possible.

Nothing in this recommendation is to be construed as a criticism of the present training course for psychiatric nurses. The hospital is commended for the establishment of this affiliation.

Building Program:

It is planned shortly to sell $500,000 worth of bonds and to let contracts for the construction of a male dormitory, female dormitory, dormitory for employes, a bakery, and laundry. The new buildings are planned to house about 390 patients. At the same time, two cottages and an annex will be torn down and an overcrowded cottage will be reduced in capacity, with total reductions of 268 beds. The net in crease in bed capacity is thus 122 beds.

There is no question that substantial capital outlays are needed at the institution for the construction of new buildings and the purchase of machinery and major equipment. However, if steps are taken that will result in the decrease of the inmate population, the wisdom of erecting additional bed capacity at this time is doubtful. Instead, somewhat smaller new dormitories for patients might be erected and the remaining funds be used to install fire escapes and improve the fire defenses, provide additional recreational and occupational therapy facilities for patients, construct a central plant maintenance shop building, and provide pasteurizing equipment.

Receipts and Expenditures:

Receipts: The cash receipts of the hospital for 1939-1940 amounted to $37,337.74. This amount and part of the balance on hand at the beginning of the year were transmitted to the institution revolving fund and the interest and sinking fund, $20,002.41 to the former and $17,640 to the latter.

Expenditures: The tabulation that follows, based on the 1941 legislative budget report, shows expenditures of the hospital for the fiscal year 1939-1940. The figures for 1940-1941 are not yet available. The appropriation for 1940-1941 was $365,000.

It should be noted that, for clarity, the items have been partially regrouped so as to show all salary payments together.

OPERATING EXPENSES

	1939-1940	
Salaries:		
General administration:		
Officers	$ 8,000.00	
Physicians	10,584.22	
Clerical	6,955.75	
Supervisors	4,860.00	
Attendants - male	45,373.27	
Attendants - female	46,606.41	
Physical plant:		
Mechanics	17,791.30	
Farmers and stockmen	9,557.70	
Engineers	4,853.06	
Night watchmen	839.41	
Other employes	4,266.96	
Subsistence:		
Cooks	5,128.22	
Bakers	1,200.00	
Laundry workmen	4,730.00	
Waitresses	634.67	
Housegirls and men	811.45	
Other employes	7,050.23	
Total salaries		$ 179,242.65
Other operating expenses:		
General administration:		
Postage	$ 484.21	
Record books and blanks	1,125.98	
Telephone and telegraph	323.52	
Freight, express and drayage	341.22	
Sundry office supplies	210.75	
Travel	158.35	
Magazines and periodicals	68.83	
Escapes and rewards	204.29	
Amusements and recreations	155.00	
Gratuities	39.00	
Dental supplies and expenses	973.57	
Burial of patients	453.00	
Religious services	220.00	
Industrial accident insurance	2,284.25	
Other operation	125.84	7,167.81
Physical plant:		
Fuel - gas	$ 17,918.31	
Fuel - coal	120.50	
Electricity	7,646.30	
Engine room supplies	459.80	
Water and ice	115.81	
Electrical supplies	1,619.95	
Blacksmith supplies	48.43	
Janitor supplies	2,795.69	
Florist supplies	1,003.61	
Insurance	39.59	

	1939-1940	
Physical plant (Cont'd)		
Gasoline	$ 1,556.49	
Oils and Greases	146.06	
Tires and auto expense	722.46	
Rent of pasture land	125.00	
Seeds and plants	257.90	
Cattle feed and expense	14,959.86	
Horse feed and expense	1,333.26	
Hog feed and expense	5,598.33	
Poultry feed and expense	3,839.24	
Other feed and expense	451.55	
Household equipment consumable, employes	797.98	
Household equipment consumable, patients	12,283.05	
Other supplies and expenses	70.97	$ 73,910.14
Subsistence:		
Food - employes	$ 28,172.43	
Food - patients	76,003.63	
Clothing for patients	18,675.05	
Drugs and medicines	2,618.11	
Shoe repair material	613.84	
Laundry supplies	3,084.39	
Tobacco	4,355.96	
Other supplies and expenses	1,425.77	$ 134,949.18
Total other operating expenses		$ 216,027.13
Total operating expenses		$ 395,269.78

CAPITAL OUTLAYS

General Administration:		
Capital:		
Furniture and fixtures	$ 126.95	
Scientific apparatus	402.75	
Repairs and replacements:		
Scientific apparatus	1,726.40	
Physical Plant:		
Capital:		
Buildings and attached fixtures	195.60	
Machinery and appliances	1,117.47	
Hand tools and petty equipment	5.28	
Furniture and fixtures	286.85	
Livestock and poultry	720.50	
New water system	40,822.41	
Repairs and Replacements:		
Land and land improvements	657.31	
Buildings and attached fixtures	5,712.60	
Machinery and appliances	13,802.33	
Hand tools and petty equipment	3,091.57	
Furniture and fixtures	4,879.69	
Total capital outlays		$ 73,547.71
TOTAL		$468,817.49

It should be noted that the foregoing tabulation includes both the cost of operating the farm and the value of the farm products consumed at the institution. The actual total of expenditures appears to be $425,429.38.

Unit Costs: The hospital operated during 1939-1940 at a cost of about 50¢ a patient day. This unit cost is extremely low.

Bonds: On July 1, 1940, there were outstanding $259,000 worth of 4% serial bonds bearing the name of the hospital. These bonds represented the state's contribution to a PWA project for the original construction of certain of the present buildings. In addition to the expenditures shown in the foregoing tabulation, $17,640 was expended in 1939-1940 for maturities and interest on this bond issue.

Requests for bids have been sent out for an additional issue of $500,000 of bonds authorized by a referendum in 1940. The proceeds of this sale are to be used for the construction of certain buildings as described elsewhere in this report.

Summary of Recommendations:

The recommendations expressed or implied in this report are summarized in the list that follows. It should be noted that in those cases where action by the legislature in enacting laws or providing additional appropriations is required, it is specifically mentioned. Where no such mention is made, the recommendation can be carried out by executive action without legislative authorization.

I. In General:

* (1) That the name "state insane asylum" be changed to "Montana state hospital" by amendment of the present law

II. As to Admission and Discharge Procedures:

* (2) That the present commitment law be replaced with a statute based on the principle that mental illness is a disease and not a crime, prescribing the scope of the hospital services, and providing for medically sound admission and discharge proceedings

* (3) That the mentally deficient and epileptic patients without psychoses now at the state hospital be t ransferred to the state training school for feeble-minded persons as soon as the remodeled buildings are opened at the latter institution

* (4) That those of the senile patients with simple deterioration, the alcoholics and drug addicts without psychoses, the higher grade mental deficients, and the other patients who do not require further hospitalization be returned to their communities

* (5) That the hospital comply with the law that requires non-indigent patients to be refused admission unless they pay for their care; and that such pay patient arrangements be required regardless of the actions of the committing judges

* (6) That the state department of public welfare be made responsible for the social work aspects of placing in their communities patients medically able to be discharged and for the securing of data as to ability to pay; and that a position of psychiatric social worker be created on the staff of the department to direct this work through the county welfare offices and to act as liason officer between the institution and the department of public welfare

As to Psychiatric Clinic:

(7) That the authorization of the legislature be sought for the establishment of a psychiatric clinic to give diagnostic and guidance service to children and adults throughout the state

III. As to Organization and Staff:

** (8) That the number of persons reporting directly to the superintendent be reduced from 19 to three in order to simplify the administration of the hospital services; and that the hospital staff be grouped in three divisions each directed by a qualified division head responsible to the superintendent and that the business division be divided into 5 sections

* Approved by the Committee on Reorganization and Economy
** Approved by the Committee and Executive Order issued

[illegible] of [illegible]:

[illegible]

I. [illegible]:

[illegible]

II. [illegible]:

* (1) [illegible]

* (2) [illegible]

* (3) [illegible]

* (4) [illegible]

* (5) [illegible]

[illegible]:

(1) [illegible]

III. [illegible]:

* [illegible]

* [illegible]

** (9) That definitely established lines of authority be created; and that they be consistently observed by all employes

** (10) That the positions of attendants in charge be recognized in salaries and in title as of a higher grade than the ward attendants

As to the Medical Division:

** (11) That a medical division be created to comprise the physicians, dentist, technician, and therapists; and that this division be headed by an assistant superintendent and clinical director to direct all medical diagnosis and treatment of patients and the adjunct therapies

** (12) That part-time positions of pathologist and of pharmacist be created

** (13) That a drug formulary be adopted

* (14) That the present wholly inadequate medical staff be increased in size by the recruitment of junior physicians desiring to qualify as psychiatrists

** (15) That a consulting medical staff be created, if such can be done without additional cost except out of pocket expense of consultants

** (16) That the medical division be given complete authority over the assignment of patients to working details throughout the hospital; and that these industrial therapy assignments be clearly recognized as for the good of the patients and not merely for the purpose of getting the work done

(17) That employes be not permitted to employ patients for private errands; and that the tipping of patients be prohibited

** (18) That a tuberculosis case-finding survey be instituted among the patients; and that a ward or wards be set aside for these patients

** (19) That an effort be made to perform mental and physical rediagnoses of all patients once a year

(20) That the services of a chiropodist be secured

* (21) That arrangements be made to give deep-ray radiological treatments

** (22) That additional hydrotherapy baths be provided as soon as funds are available; and that thermostats be installed on the baths to reduce the danger of scalds

** (23) That a modern light and table be provided in the operating room as soon as funds are available

As to the Nursing Division:

** (24) That a nursing division be created to comprise the graduate nurses, supervisors, and attendants; and that this division be headed by a registered nurse, with experience in the administration of psychiatric nursing on a large scale, to direct the entire nursing and attending care of patients

** (25) That the nursing and attendant staff be increased in size as soon as funds are available

** (1) [illegible]

** (2) [illegible]

[illegible]

** (11) [illegible]

** (12) [illegible]

** (13) [illegible]

* (14) [illegible]

** (17) [illegible]

** (18) [illegible]

(19) [illegible]

** (20) [illegible]

** (22) [illegible]

(23) [illegible]

* (25) [illegible]

** (26) [illegible]

** (28) [illegible]

[illegible]

** (30) [illegible]

** (31) [illegible]

As to the Business Division:

** That a Business Division be created headed by a business manager and that this division b e divided into five sections with the heads of each section reporting to the business manager.

The Dietary Section

** (26) That a dietary section be created to comprise the cooks, butcher, baker, and waitresses; and that this staff be headed by a qualified dietitian with experience in purchasing food, supplies, and supervision of meals on a large scale, to direct all preparation of food, the service of food in the employes' dining room, and the delivery of food in bulk to the wards

** (27) That a number of specified records be kept relating to the preparation and service of food and be used to control the use of food and to prevent waste

** (28) That the present gross discrepancy between the costs of meals for patients and for employes be rectified by providing better meals for the patients; and that better balanced meals be served through adequate menu planning

** (29) That food buckets be covered and that garbage pails be provided

** (30) That vegetable cleaning be done in a separate room from the garbage storage

** (31) That better control be exercised over the serving of meals to employes as part of their total salaries; that a system to control the serving of meals to visitors be instituted; and that the commissary allowances be discontinued as discriminatory

The Housekeeping Section

** (32) That a housekeeping section be created to comprise the housekeeper, laundry workers, and seamstress; and that this division be headed by a housekeeper, with supervisory experience in a large institution or hotel, to direct the housekeeping activities outside the wards and the supplying of clean linens

** (33) That at least when the new laundry building is constructed a central linen room be instituted; and that certain records and procedures be instituted to prevent losses of linens and the excessive use of clean articles

** (34) That the issuance of new linen articles be more strictly regulated and that the ward linen closets be not overstocked

** (35) That certain schedules and records be kept in the laundry as means of providing better washing and preventing waste of water, steam, and electricity

** (36) That certain instruments and gauges be installed in the laundry

The Mechanical Section

** (37) That a mechanical section be created to comprise the heating plant engineers and the maintenance repair men; and that this division be headed by a plant engineer with professional training to direct the operation and maintenance of the physical plant

As to the [illegible]

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[illegible]

** (29) [illegible]

** (30) [illegible]

** (31) [illegible]

** (32) [illegible]

** (33) [illegible]

** (34) [illegible]

** (35) [illegible]

** (36) [illegible]

** (37) [illegible]

** (38) [illegible]

** (39) [illegible]

[illegible]

** (40) [illegible]

** (38) That certain indispensable meters and gauges be installed; that they be read and logged regularly; and that the log be used to prevent losses and waste of power and fuel

** (39) That steps be taken to stop the pumping of sand in the water system

** (40) That the non-potable water supply be disconnected from the Mitchell building, which is now occupied by patients

** (41) That steps be taken to level out the peaks in electric current consumption in order to reduce the peak demand charges

** (42) That an ammonia leak in the refrigerating plant be corrected

** (43) That a work-order system be instituted; that schedules of maintenance work be kept; and that the necessary maps and plans be kept

** (44) That a central, consolidated maintenance shop be established as soon as a building is available

** (45) That a number of improvements be made in the fire defenses of the institution through changes in procedures, purchases of equipment, and structiral improvements, some of which will require additional funds; and that a survey of the institution by the board of fire underwriters of the Pacific be requested

The Farm Section

** (46) That a farm section be created to comprise the farm attendants, garden attendants, florist, and livestock workers; and that this division be headed by a farm manager to direct all farm, garden, livestock, and dairy production

** (47) That the present truck gardens be laid by and that the truck gardens be relocated on better land and be increased in acreage

** (48) That patients assigned to farm work under no circumstances be permitted to work under the supervision of private persons not in the state employ continue to be the policy of the institution

** (49) That an arrangement be made with the highway commission to secure assistance on road maintenance work requiring heavy equipment

** (50) That samples of the milk be regularly tested in the hospital laboratory

** (51) That milk pasteurizing equipment be installed as soon as funds are available

** (52) That consideration be given to increasing the milk supply and improving dairy facilities when funds are available

** (53) That a farm tool shop and an office for the farm records be provided when funds are available

The Office Section

** (54) That an office section be created to comprise the accountant, secretary, steward, clerks, and telephone operators; and that this division be headed by a chief clerk who would direct all record keeping, statistics, accounting, and general clerical activities and to be responsible for the operation of the commissary and other storerooms

** (55) That the original commitment papers be removed from the office of the board of examiners and be kept at the hospital, and that certain duplicate records kept in Helena be discontinued

** (56) That a cross index by diseases of the medical records be provided

** (57) That a more regular arrangement be entered into with regard to the operation of the postoffice; that the postoffice be operated by some person not on the institution staff in order to permit office employes to devote more time to state work

V. As to the Training of Employes:

** (58) That immediate steps be taken to improve the attitude of many of the hospital employes toward the patients and to give them a better understanding of the nature of mental disease; that a training course be instituted not only for the nurses and attendants but also for all other employes; and that the present theoretical training course be adjusted in terms of practical demonstrations to the needs of the non-professional employes

** (59) That the State Employment Service be requested to list the needs of the asylum for suitable employes

As to the Building Program:

(60) That the letting of contracts for the construction of new buildings now planned to house 390 patients be deferred; that, if reductions in the patient population can be made, the new buildings be restricted to about 390 beds; and that the additional funds thus made available be used to improve the fire defenses, construct recreational and occupational therapy facilities for patients, or for other badly needed capital outlays.

* Indicates recommendations approved by Committee but because of requirement of legislative action no executive order issued

** Indicates executive order issued after approved by Committee.

Recommendations not starred were not approved by the Committee and no executive orders were issued.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION
AND ECONOMY

MONTANA STATE PRISON

(Report No. 20)

October 10, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

MONTANA STATE PRISON

Introduction:

The Montana state prison is located at Deer Lodge. The prison is operated under the direction of the board of state prison commissioners, which is made up of the governor, the secretary of state, and the attorney general, ex officio.

The prison now houses about 500 inmates inside the walls, outside the walls but adjacent thereto, and on the nearby ranches operated by the institution. The state operates two institutions for juvenile delinquents, and the state insane asylum cares for the criminal insane and insane criminals, but otherwise the prison is the only penal institution operated by the state.

The institution was founded in 1871 as a territorial prison and in 1889 as a state prison.

The tabulation that follows shows certain statistics relating to the institution for the fiscal year 1940-1941.

First admissions	190
Readmissions	116
Discharges	154
Paroles	151
Deaths	2
Escapes	3

This report deals not only with the prison but also with the board of pardons, and with the subjects of pardons, probation, sentencing, commutation of sentences, and parole. These matters are so closely related to the operation of the prison that it is necessary to consider them at the same time.

General Comments as to Penological System:

The present statutes relating to the prison and to the probation, parole, pardon, and commutation procedures are based largely on the theory that the purpose of the penological system is to mete out retribution to the offenders. The actual operations are somewhat less harsh but custody and punishment are given far greater emphasis than rehabilitation.

However, the theory now accepted by the more advanced students of penology is that the prison should be primarily an institution for the correction of anti-social attitudes and only secondarily for the protection of society by the continued holding in safe custody of the relatively small group of persons whose attitudes and mental attributes are such that they constitute a menace unless confined. The prison should be similar in purpose to a state hospital for the insane or feeble-minded. The length and conditions of a sentence for a crime should be clearly distinguished from the crime committed and the sentence should be for the criminal rather than for the crime. Criminals should be committed only when they cannot better be placed on probation, and they should be paroled when the need for prison custody has ended. While in prison, every effort should be made to make them eligible for parole.

At the same time, the incorrigible prisoner should not be discharged indiscriminately, good time or no good time, and proper supervision should be exercised after discharge in all cases.

With regard to the conduct of a prison, Austin H. MacCormick, when he was commissioner of correction of the city of New York, said:

> "The essentials of a prison program that will at least increase the mathematical chances of reform are well known. What our prisons lack is the funds and the personnel with which to carry it out. The essentials include adequate medical service, with special emphasis on psychiatry and psychology; a program of classification and segregation, together with a case-study program aimed at individualized treatment within the various classifications; a well-rounded program of education, emphasizing vocational training; discipline aimed at self-control and the understanding and acceptance of a social code of ethics; adjustment of individual, family, and community difficulties in preparation for release; and careful supervision after release. Finally, an absolute essential is employment for all prisoners in place of the devastating and degenerating idleness which is increasing yearly in our prisons under the impact of restrictive legislation."

It is believed that the penological system should be operated not to punish but to rehabilitate wherever possible and the recommendations that are made in this report are based on that assumption. However, in some cases where large additional expenditures would be required or where it is believed public opinion is not ready, mere references to the facts have been made without specific recommendations.

Organization and Staff:

Present Organization and Staff: The schematic list that follows shows the present organization and staff of the prison. The indentations indicate lines of authority. It should be noted that inmate workers are not shown.

Title of Position	Monthly Rate of Pay
Warden and registrar of motor vehicles	$333 M
Physician (part time)	115
Chief engineer (part time at prison)	185*
Plumber (part time)	110 1m
Storekeeper	150 M
Matron (2)	50 M
Cook	50 M
Chief clerk	200 1m
Mail clerk	100 2m
Ranch foreman	160 M
Ranch guard	100 M
Ranch guard	65 M
Guard (2)	100 M
Guard	90 M
Guard	80 3m
Deputy warden	200 M
Tailor shop foreman	100 3m
Relief guard	100 1m
Cell house captain (general duties)	125 M
Guard (2)	90 M
Guard (4)	90 3m
Guard	90 2m
Guard	80 1m
Captain of guards (morning)	125 3m
Band guard	100 2m
Guard (4)	90 M
Guard (3)	90 3m
Guard	90 2m
Guard	80 M

(Cont'd on next page)

M - Full maintenance
3m - Three meals
2m - Two meals
1m - One meal

* - Receives $40 a month additional from registrar of motor vehicles for remainder of working time.

(Cont'd)

Title of Position	Monthly Rate of Pay
Yard captain (afternoon)	$125 M
Guard	90 M
Guard (3)	90 1m
Guard (2)	80 M
Guard	80 2m
Night captain of guards (night)	125 2m
Guard	90 M
Guard (2)	80 M
Guard	80 2m
Guard	80
Guard	75 3m
Guard	75 M

M - Full maintenance
3m - Three meals
2m - Two meals
1m - One meal

Additional Positions: The following positions with the duties indicated would be desirable additions to the prison staff:

(1) Teacher. A paid teacher is needed to replace the present WPA teacher. In order to place this position on a permanent basis the same individual might be employed if desired.

(2) Nurse. A graduate nurse, on at least a part-time basis, is needed in the hospital to supervise the present untrained inmate attendants.

(3) Dietitian. A dietitian could greatly improve the quality of the food served and the balance and content of the menus from the point of view of health, and could undoubtedly save money through the initiation of savings in the food preparation and service procedures. The quality of the food served is highly important in a prison.

(4) Psychiatrist. A psychiatrist, preferably assisted by a psychologist, is needed to conduct a mental hygiene program, diagnose and treat mental illnesses, assist in the classification of inmates, ascertain aptitudes and skills, and assist in the making of working assignments. Full time service would not likely be required.

(5) Resident Physician. A resident physician to diagnose and treat inmates and to act as health officer would be desirable. (This subject is discussed elsewhere in this report.)

All of these positions except that of dietitian would require additional funds, although most of the money now paid to private physicians could be used to pay a part of the salary of a resident physician. The creation of these positions must probably await legislative action. It is believed, however, that the dietitian could more than save his or her salary and, hence, that additional appropriations are not necessary before this position can be created.

Another change in the staff that is suggested is the reconstitution of the present position of "chief engineer" as a position of "mechanical engineer." The incumbent of the present position is a machinist by trade with eleven years experience at the prison. Without in any way reflecting on the abilities of this man, it is believed that the number, size, and value of the buildings at the prison, the size and variety of the mechanical industries, and the number and horsepower of the machines operated justify the employment of a professional mechanical engineer with a degree in mechanical engineering or fully equivalent practical experience. The present salary of $225 a month is adequate to secure a qualified mechanical engineer. Additional guards are needed on the staff of the prison.

Bureau of Identification: A state statute provides as follows:

"There is hereby created under the authority and supervision of the warden of the Montana state prison a state bureau of criminal identification and investigation to be located at Deer Lodge, Montana. Upon the taking effect of this act, the warden of the Montana state prison, with the approval of the governor, shall appoint a well qualified person as superintendent of said bureau."

"The superintendent shall procure and file for record photographs, pictures, descriptions, finger prints, measurements and such other information as may be pertinent, of all persons who have been or may hereafter be convicted of felony within the state, and of all well-known and habitual criminals from wherever procurable, and it shall be the duty of the person in charge of any state institution to furnish any such material to the superintendent of the state bureau of criminal identification upon request of the superintendent. The superintendent shall cooperate with and assist sheriffs, chiefs of police and other law officers in the establishment of a complete state system of criminal identification and in obtaining finger prints and other means of identification of all persons arrested on charge of felony. He shall also file

for record the finger print impressions of all persons confined in any work-house, jail, reformatory, or penitentiary, for the violation of state laws, and such other information as he may receive from law enforcement officials of the state and its subdivisions."

The effect of this statute is to vest a function in the state prison. The creation of a "bureau" as a distinct legal entity and the setting up of a position by law are unfortunate and this portion of the statute might well be redrawn.

The work is actually done by inmate workers under the direction of the warden and deputy warden and apparently no superintendent of the bureau has been appointed. In order to comply with the law, the deputy warden should be designated as superintendent of the bureau until the law can be amended.

The sheriffs do not now regularly send in fingerprints for persons accused of felonies and given suspended sentences. It is recommended that the provisions of law in this respect be followed.

Other Organization and Staff Matters: The paid staff of the license plate manufacturing shop is now carried on the payroll of the registrar of motor vehicles and these employes are responsible to the deputy registrar. This is illogical, since the work of the shop is mechanical in nature and differs little from the other prison industrial activities.

It is recommended that the staff of the license plate shop be made responsible to the mechanical engineer suggested to be employed (or to the present chief engineer).

A part-time plumber is now employed at the institution. In view of the fact that all the other skilled trades work at the prison is done by inmates, and can continue to be done in this way so far as any considerations of skill are concerned, it is recommended that this position be abolished.

It is now the practice to pay certain guards for overtime work, due to the shortage of guards to relieve on days off. These payments are apparently made without adequate authority in view of the constitutional and statutory provisions as to hours of work.

It is recommended that a course of training for the guards and other employes of the prison be instituted. This should include theoretical instruction and practical demonstrations in the supervision and handling of inmates and in the carrying out of the prison regulations. The tower guards should be required to attend target practice regularly and if minimum scores are not attained, they should be assigned to other work or be dismissed.

Classification of Prisoners:

Purpose and Nature of Classification: One of the most important factors in successful prison administration is the classification of prisoners. Any plan of classification involves (a) the layout of the buildings and physical quarters and (b) the way in which the inmates are assigned to these living and working facilities. Since the first factor is not subject to adjustment, except through long-range building planning, not a great deal can be done now.

Under an ideal plan for a prison population of about 500, there would be four groups of buildings adjacent to, but separate from, each other. All of these groups of buildings would, of course, be operated by a single staff under the warden. The first group would comprise receiving quarters, a hospital, and perhaps 75 to 150 high-security, single-occupancy cells for prisoners not able to be trusted with working assignments. With this group of buildings there should be exercise and some recreation facilities, but little in the way of industries.

The second group would provide accommodations for women prisoners and should have both occupational and recreational facilities.

The third group of buildings would provide medium-security accommodations for semi-trusties with industrial shops and similar occupational facilities subject to close supervision and suitable to this type of inmates. These buildings need not be inside a wall.

The last group would provide minimum security quarters for trusties and the industrial facilities to which they would be assigned. This group of buildings need not be inside a wall.

The foregoing physical facilities should include special quarters for the tuberculous; aged, infirm, and feeble-minded; and the worse sex perverts. Specific segregation in order that special handling may be given is essential in these cases.

Such a plan for the physical facilities - there are a number of acceptable alternatives or variations - would permit adequate procedures for the classification of prisoners, as follows. Newly-admitted male prisoners would be assigned to the receiving quarters. After undergoing the medical and other admitting routines, and after a period of observation and study of their criminal and person records, they would be classified and assigned to quarters in one of the groups of buildings for men. Ordinarily, prisoners would be admitted to the lowest and least privileged group and through their own behavior would earn advancement to more privileged groups arriving finally at the group where a minimum of restraint would be required.

Punishments would in a large measure be confined to the withdrawal of privileges and "demotion" to lower groups. Under this plan the only prisoners eligible for parole consideration would be those in the highest group, regardless of the length of time served. The changes in classification would be based not on mere physical condition, the likelihood of the prisoners running away, or the need of extra help in some shop, but would be made after formal consideration of the prisoners' records, conduct, intelligence, aptitudes, interests, and similar factors.

This plan would also provide for the complete segregation of the several classes of inmates and the avoidance of the well-known dangers of intermingling certain types of prisoners.

Present Classification Plan: From the point of view of classification, the prison now consists of four groups of buildings. The following tabulation shows the composition of these groups, together with the number of inmates assigned to each group on August 1, 1941.

Type of Quarters	Number of Inmates
High-security cell blocks and hospital	335
Women's quarters	6
Bunkhouses and miscellaneous quarters outside the walls but on the main grounds	124
Ranches and temporary quarters	36
Total population	501

The first group of buildings comprises two cell blocks, with four floors each, and a 12-bed hospital, all located within the walls. The more modern of these buildings was constructed in 1912 and has double cells with a capacity of 400 inmates. It actually houses about 245 inmates in summer, and a somewhat larger number in winter. In this building are kept newly-admitted prisoners, prisoners requiring high-security custody, and prisoners who work within the walls.

The second cell block was built in 1876 and has a capacity of 320 inmates. At present many of the cells are not equipped for occupancy. This building is antiquated, in poor repair, and has no toilets in the individual cells. It is occupied by only about 80 men. These prisoners comprise the aged, mentally deficient, and tuberculous inmates, prisoners placed in the punishment cells, and some inmates who work inside the walls and are semi-trusties. This latter group is assigned to the older building partly because they are permitted more liberty and hence do not have to spend as much time in the antiquated cells.

This group of buildings also houses the worse sex perverts, for whom no separate provision is made except to place them alone in cells nearest the guard's station.

At the time of this study, ten inmates were in the hospital.

Attention is called to the fact that this group of buildings can accommodate 372 inmates if the cells are used one to an occupant and if the hospital is filled, or 732 double (the placing of two inmates in one cell is undesirable) with the hospital filled. It actually is used for only about 335 inmates.

Attention is also called to the fact that nearly all of these inmates have working assignments to industrial or similar activities inside the walls. Many of them are semi-trusties and could undoubtedly be given working assignments outside the walls provided there were room in the outside quarters.

The second group of buildings consists of one small building for women located outside the wall surrounding the first group but entirely enclosed by a wall of its own on three sides and the main wall on the fourth. This building now houses six women, the entire female population of the institution. These women ordinarily live within the wall all the time except when they are taken to the weekly picture shows. The area enclosed is less than an acre.

The third group includes the following quarters with the number of inmates indicated:

	Number of Inmates
Bunkhouse No. 1	68
Bunkhouse No. 2	34
Quarters above laundry	5
Power house	6
Warehouse (used as temporary bunkhouse)	11
Total	124

These quarters are located outside the walls but adjacent to them and on the main grounds of the prison. The buildings used have been erected or purchased more or less in a haphazard fashion and are overcrowded and makeshift. The security is medium to low. The inmates assigned are trusties who work in the main office, the office of the registrar of motor vehicles, the warden's residence, the bunkhouse kitchens, the repair shops outside the walls, the laundry, other shops and places, and on the farms. Their working assignments are not greatly different so far as responsibility goes from the semi-trusties inside the walls.

The fourth group comprises the living quarters at the seven ranches where inmates live. This group houses 36 men, some of whom live with nearly no supervision of any kind so far as escape is concerned.

Comments as to Classification Plan: The present physical arrangements of the prison living and working facilities and the classification of prisoners that is in effect are the results of inadequate or badly suited buildings, adapted to their present uses by pressure of necessity over many years of compromises and "temporary" measures. The physical layout may be regarded as reasonably satisfactory only in that it provides high-security cells for the few inmates who require such custody and in that it provides separate quarters for the women prisoners. The classification of prisoners as represented by the assignments to the various living and working quarters is probably the best that can be worked out with the present plant, but it is not good.

The defects in the present physical plant and classification plan are as follows:

(1) The high-security cell capacity is in excess of the present needs of the institution.

(2) No segregated receiving quarters are available.

(3) The division of industries between inside and outside the walls is illogical and inconvenient and many of the inmates assigned to industrial work inside the walls could and should be outside.

(4) There are no adequate, segregated quarters for the senile, mentally-deficient, or tuberculous inmates, or for sex delinquents.

(5) The living quarters outside the wall are makeshift and undesirable.

(6) There is no provision for giving better quarters to the trusties as a reward and no adequate provision for accustoming them to self-discipline in their quarters as a preparation for parole.

The remedy to this situation lies in the construction of a medium and low-security prison outside the walls of the old prison, and the relocation of nearly all the industries and shops. Any such construction project should be planned as a whole and with the greatest attention to the special requirements of penal administration. The legislative assembly should consider the construction of such a modern prison at some future date.

Custody of Women Prisoners:

As previously noted the prison has only half a dozen women prisoners. It is reported that the largest number in custody at any time in recent years has been about 14 for a brief period. At times there have been only three. With so small a group it is impossible to furnish care and custody at a reasonable cost per inmate. A minimum staff of two employes is required, which means a cost for salaries and maintenance of employes of around $25 a month per prisoner, besides clothing, food, and other expenses for the prisoners.

If any other disposition could be made of the women prisoners and this unit of the prison closed, it would be well worth while from a financial standpoint. Unfortunately there is no other institution in the state which is suitable for the care of women prisoners. It is, therefore, recommended that negotiations be entered into with one of the neighboring states that has adequate facilities for women prisoners, in an effort to secure a contractual arrangement whereby such state would care for Montana women prisoners at a fixed rate per inmate day. If a satisfactory agreement can be reached the necessary legislation should be enacted and the women's unit, as such, at the prison closed.

One very important advantage of this plan would be to make available a small unit that could be used to great advantage as a receiving station for new prisoners. The absence of adequate facilities for this purpose is now one of the major deficiencies of the prison plant.

Prison Industries Program:

Purpose of Prison Industries: The system of prison industries now in use in most states is a restricted application of the so-called "state-use" system. This system requires the products of prison labor to be utilized by the state and its political subdivisions in institutions, schools, and governmental departments. In effect, the state is presumed to set aside its own and local government needs which prison labor is able to supply as a preferential market for the benefit of its prisoners and for economy to the state and to local governments. This system offers about the only outlet for the products of prison labor on account of the many restrictions upon the sale of prison-made goods in the open market.

The state has the right and the duty to employ its prisoners productively and would seem to have an equal right to afford an outlet for prison-made products under the state-use system. As a plain business proposition, the setting aside of the state's own market, which includes every agency of the state and local governments supported by public taxation, would permit large savings in the expenditures of public funds in (a) the reduced cost of products supplied to departments and institutions and (b) the reduction of the necessary appropriations of tax moneys for the operation of the prison.

The effort to make a prison system self-supporting is not incompatible with the full discharge of the obligations of a state towards its prisoners. In fact, the provision of useful work for prisoners is one of the chief means by which they may recover their self-respect and, in many cases, may learn a trade or occupation that is essential to permanent rehabilitation.

Prison Industrial Program: The statutes provide as follows with regard to the products of prison industries:

"It shall hereafter be unlawful for any person engaged in the trade of buying and selling or of selling any goods, wares or merchandise or articles or thing to knowingly exhibit or sell or offer for sale any goods, wares, merchandise, article or thing which shall have been produced or manufactured or made by convict labor in any prison, unless such goods shall have plainly stamped or marked thereon the words 'prison made'." (RC, Section 11,572)

"That on and after January 19, 1934, except as otherwise hereinafter provided, the sale in the open market in this state, of all goods, wares and merchandise manufactured, produced or mined, wholly or in part, by convicts or prisoners, under sentence in the state (except prisoners on parole or probation), or in, or by, any penal or reformatory institution of the state is hereby prohibited." (RC, Section 11,573.1)

"For the purposes of this act the provisions of section 11573.1, relating to sales in the open market, shall not include the sale or exchange of goods produced in any penal or reformatory institution of the state to or with any other penal or reformatory institution or any charitable or custodial institution, the major portion of whose maintenance is contributed by the state, or any of the political subdivisions thereof for the use or consumption of the persons therein confined." (RC, Section 11,573.2)

"The board of state prison commissioners is hereby authorized and directed to make such rules and regulations governing the conduct of industries in the penal and reformatory institutions of the state as will (a) result in the manufacture, mining or production of only such goods, wares and merchandise as may be used or needed in the several penal, custodial, charitable and reformatory institutions, the major portion of whose maintenance is contributed by this state, or any of the political subdivisions thereof, or used and consumed by the persons confined in such institutions of as wide a variety of products as practicable, it being the purpose and intent of this provision to have the products of said institutions

so diversified as to prevent the concentration of prison or reformatory labor in any one or few industries, thus to minimize as nearly as may be the possible competition of said industries with private industry and private capital; provided, however, that no goods, wares or merchandise manufactured, produced or mined in or by any penal or reformatory institution of this state shall be shipped outside of this state for sale or exchange, except articles and things made by an inmate of any such institution for his own individual profit." (RC, Section 11,573.4)

"Nothing herein contained shall be deemed to prevent any of the said institutions for manufacturing motor vehicle number plates, and other articles required or needed by the office of the registrar of motor vehicles, or from preventing any of said institutions selling or disposing of any reasonable surplus of produce raised exclusively for the use, feeding or maintenance of the inmates of any of said institutions." (RC, Section 11,573.4)

These statutes provide a reasonably adequate basis for a state-use system, except that the exclusion of local government agencies, schools, and state operating departments seems unjustified.

The following statutes provide specifically for the creation of industries at the prison:

"The state board of prison commissioners of the state of Montana is hereby authorized and empowered, and it shall be its duty, to construct, maintain and operate at the Montana state prison, as soon as may be possible, a factory for the manufacture of wearing apparel. In connection with the operation of such factory the warden shall make requisition to the purchasing department of the state for the purchase of all necessary materials used in the manufacture of wearing apparel...." (RC, Section 12,447.1)

"That the board of state prison commissioners is hereby authorized to establish at the Montana state prison at Deer Lodge, Montana, as part of the said prison, a tannery." (RC, Section 12,447.5)

"It is hereby made the duty of the board of prison commissioners to use the labor of the male prisoners in the Montana state prison for the manufacture of common brick and cement sand brick at Deer Lodge, Montana, said work to be in direct charge of the warden of the state prison and under the control and supervision of the state board of prison commissioners and said brick so made to be used only for the construction and/or repair of buildings at the Montana state prison." (RC, Section 12,447.10)

"The board of prison commissioners may use the labor of the male prisoners in the Montana state prison for construction or repair of buildings at the Montana state prison at Deer Lodge; ..." (RC, Section 12,447.11)

The statute relating to the staff in the office of the registrar of motor vehicles also provides that "The remaining clerical help shall be selected ... from among the inmates at the state penitentiary."

The tailor shop is now in operation and a number of inmates are employed in the office of the registrar. The brick plant has been abandoned.

The tabulation that follows indicates the working assignments of the inmates on August 1, 1941:

	Number of Inmates	
Inside the Walls:		
Cell block cleaning and turnkey duties	73	
Hospital attendants	3	
Lawn	11	
Teaching	5	
Repair trades	12	
Laundry	22	
Tailor shop	14	
Pressing shop	1	
Root cellars	11	
License plate shop	60	
Library	2	
Clothes room	2	
Clerical	4	
Kitchen and dining room	40	
Band	35	
Total inside		295

(Cont'd on next page)

(Cont'd)

	Number of Inmates	
Outside the Walls on the Main Grounds:		
Repair shops	6	
Power house	6	
Kitchens and dining rooms	16	
Barnman	1	
Creamery	2	
Warden's houseboy and other special trusties	5	
Trucks	4	
Stores and stockroom	3	
Bunkhouses	2	
Lawns	2	
Clerical	29	
Cleaners	3	
Total outside		79
Ranches:		
Crew from bunkhouses	45	
Living at ranches	36	
Total ranches		81
Idle:		
Idle inside walls		30
Other:		
Women	6	
Hospital	10	
Total other		16
Total population		501

Many of the foregoing assignments, especially those within the walls, involve only a few hours of light work.

The only industries now conducted that produce goods largely for use by other state agencies are the license plate shop and the tailor shop. All the automobile license plates used by the state are manufactured in the former and substantial quantities of clothes for use at other state institutions are manufactured in the latter. Dairy products and eggs are furnished the nearby state tuberculosis sanitarium. Otherwise, there is no state-use program.

This situation represents a grave deficiency in the present prison program. It is at once a source of large financial losses to the state through the failure to utilize the available labor and a source of harm to the inmates through idleness with all its concomitant vices. It seems certain that under the present conditions many inmates, who might, if granted the opportunity to work and learn trades, become useful Montana citizens, are permitted to become professional criminals.

Private Industrial Program: Partly because of the failure of the state to provide an adequate industrial program, the prisoners themselves have established an industrial and profit-making program of some size. A number of the inmates are making beadwork, leather, and hair-goods articles and selling them through private distributors. They buy their own tools and supplies through the prison and do the work in their cells. The gross sales are reported to average about $2,000 a month.

The proceeds of these sales are deposited in trust accounts that the inmates are permitted to maintain with the prison. Deposits are also made in these accounts of payments received by prisoners for such services as the pressing of guards' uniforms and the washing of employes' clothes by the women prisoners, and keeping the guards' quarters, and moneys received from gifts or other sources. From these funds an inmate may buy tobacco and similar articles from private vendors, tools and raw materials for making leather goods and such, or articles made by other inmates. Disbursements are also made to pay for eyeglasses and dental work. Disbursements are made only with the permission of the warden.

As reported by the state accountant, the total transactions of these trust funds in the fiscal year 1939-1940 were as follows:

Receipts	$48,618.62
Disbursements	48,399.34
Balance June 30, 1940	8,738.72

These receipts and disbursements do not include transactions between inmates and the total volume of such business is reported to be substantial.

All of the transactions between prisoners involve only debits and credits of the respective accounts as the inmates are not permitted to have any cash.

A federal statute that takes effect October 14, 1941, provides as follows:

"Whoever shall knowingly transport or knowingly cause to be transported in interstate commerce, in any manner or by any means whatsoever, or aid or assist, knowingly, in obtaining transportation for or in transporting any goods, wares, and merchandise manufactured, produced, or mined, wholly or in part by convicts or prisoners (except convicts or prisoners on parole or probation) or in any penal or reformatory institution, from one State, Territory, Puerto Rico, Virgin Islands, or District of the United States, or place noncontiguous but subject to the jurisdiction thereof, or from any foreign country, into any State, Territory, Puerto Rico, Virgin Islands, or District of the United States, or place noncontiguous but subject to the jurisdiction thereof, shall be punished by a fine of not more than $1,000 or by imprisonment of not more than one year, or both: Provided, That nothing herein shall apply to commodities manufactured in Federal or District of Columbia penal and correctional institutions for use by the Federal Government or to commodities manufactured in any State penal or correctional institution for use by any other State, or States, or political subdivisions thereof; to parts for the repair of farm machinery; or to agricultural commodities: Provided further, That this section shall go into effect one year after its approval by the President."

This statute appears clearly to prohibit the leather working activities so far as sales outside the state are concerned. Whether or not it is legal to continue to allow sales in interstate or intrastate commerce, the doing of work by the prisoners for their personal profit is undesirable. Even with the existing controls by administrative authority, the privilege of buying goods on the outside and of making payments to other inmates opens up the danger of racketeering, extortion, sales of privileges, bribery, and similar abuses among the inmates. Furthermore, the provisions by which the inmates earn money from the paid employes by performing the various services mentioned are not good prison practice.

Recommended Industrial Program: It is recommended that the board of prison commissioners exercise the powers vested in it by law and institute an adequate prison industries program for the production of goods to be used by other state institutions. The tailor shop activities could probably be expanded, and it would seem feasible to start a vegetable canning factory, a shoe manufacturing and repair shop, a mattress repair shop, and a furniture manufacturing shop on a sufficient scale to supply the other state institutions. The provision of law requiring the diversification of the activities should be observed.

When an adequate industrial program is instituted, the manufacturing of goods for personal profit should be prohibited, the volume of the trust fund transactions should be curtailed, and the privilege of expending such funds might well be restricted to trusties or be forbidden. However, the right to earn money through the manufacture of various articles and the performance of small services are now almost the only outlets for the creative and acquisitive energies of the inmates and the changes should not be made until alternative activities are available, except as the law may require such curtailments.

Religious Program:

It is the conviction of those persons most experienced in the administration of prisons that no officer of a prison has larger opportunities to influence the lives of its inmates for good than its chaplain. This is indicated by the following "Declaration of Principles" adopted by the American Prison Association in 1870, and reaffirmed by them in recent years:

"...of all reformatory agencies, religion is first in importance, because most potent in its action upon the human heart and life."

There is much more required of a prison chaplain than preaching to the prisoners on Sunday. His influence on such occasions is not to be disparaged, but preaching is the least of his opportunities. These lie rather in his personal contacts with prisoners, in interesting himself in their troubles, and in advising, admonishing, or consoling them as occasion requires. Such contacts are not to be had during church or Sunday School.

Religious services are now held at the prison on Sundays by a Catholic priest who divides his time among the prison, the tuberculosis sanitarium, and the insane asylum; and by the ministers of several denominations having churches in Deer Lodge. It is suggested that a room be set aside in which inmates may meet with the priest or ministers and that this privilege be provided for in the prison rules.

Recreation Program:

General Recreation Program: A prison band is maintained partly through the earnings of a private trust fund. Motion pictures are given each Sunday morning in an exceedingly well-equipped theater. Baseball is played by some of the trusties outside the wall. Otherwise there is no organized recreation program of any kind.

Such a program could be conducted with little extra cost and it is recommended that this be done. Intramural athletics should be easily organized. The availability of a theater should facilitate theatrical activities. All such recreation is greatly for the good of the inmates.

The need is especially great in the case of the women prisoners who are confined in a small area.

Band Program: A state statute provides as follows:

"Due to the generosity of W. A. Clark, Jr., in his lifetime, it appears that there has been accumulated at the state prison at Deer Lodge, a large and valuable assortment of musical instruments and a musical library devoted to the education and contentment of those who are unfortunate enough to be there held as prisoners."

"In addition to such collection, it further appears that the said W. A. Clark, Jr., created a trust fund of twenty-five thousand dollars ($25,000.00) for the maintenance of a prison band, for musical instruction, and necessary musical equipment; which it is most desirable for the state to perpetuate for the purposes stated by its donor."

"Such donations and the benefit to the state accruing in the reformation and education of prisoners should at all times be maintained by the state, if possible, and therefore the governor is hereby empowered, with the approval of the state board of prison commissioners, to appoint a suitable person to act in the capacity of musical director at the prison, who shall receive a salary of two thousand five hundred dollars ($2,500.00) per year, payable monthly from funds available from interest accruing from the said trust fund, or from appropriations available."

In practice, the state has regularly appropriated $2,000 a year as salary for the musical director. The incumbent of the position is reported to visit the institution two afternoons a week. The state has no records of the expenditures from the trust fund but it is reported that band instruments are regularly purchased.

Estimating that the $25,000 fund earns $750 a year, the total expenditures for the band at the prison amounts to $2,750 a year. About 35 of the 500 prisoners participate in this activity.

In view of the great need for a general recreational program, it is unfortunate that the money must be spent for an activity of benefit to so few inmates. There seems, also, to be little justification for spending $2,000 a year for an employe (however well known or capable he may be) who spends the equivalent of only one full day a week at the prison.

It is recommended that the position of musical director be abolished by the repeal of the present law, that the appropriation for the salary of the position be not used, and that the money be spent for a general recreation program. This might include the employment of a recreation director who could also qualify as a guard in so far as his services as a guard are needed in conjunction with recreation activities.

This change need in no way decrease the activity of the band, which should be continued as one of several recreational activities. The proceeds of the trust would apparently continue to be available and the trust would remain intact, since the terms of the trust (as set forth in the state law) provide for its dissolution only if the "state prison shall dispense with its band." It is in no way recommended that the band be discontinued.

Medical Care of Inmates:

There are about 100 inmates who in the opinion of lay persons on the prison staff are, or may be, psychotic. It is recommended that these prisoners be examined by a competent psychiatrist and that any who are found to be psychotic be transferred to the state insane asylum. The examinations could well be made at Warm Springs. In competent hands there would be no question of feigned insanity.

The operating room at the prison is antiquated. There is no adequate surgical light. An obsolete treatment table is used. The danger of explosions of anesthetic gases is considerable since the electric switches are entirely unprotected against sparks and there is no provision for grounding off static.

It is suggested that the elective surgery for prisoners be done at the tuberculosis sanitarium. This institution has an excellently equipped suite of operating rooms and the superintendent is one of the ranking surgeons in the state. The danger of tuberculosis infection at the sanitarium would, of course, be negligible and considerably less than the dangers involved in the use of the antiquated prison equipment. The danger of escapes should similarly be negligible under proper handling.

Some charge should be made, according to the existing or future accounting procedures, by the sanitarium against the prison for the services performed. In the case of one state agency serving another, however, the charges should include only the actual additional expenses involved and no overhead costs should be included. Charges of $10 for major operations and of $2 a day for post-operative care would be reasonable.

It is reported that two appendectomies were the only major surgical operations performed in the last seven months. If a full-time physician were employed, it would undoubtedly be found that many more elective procedures would be of benefit to inmates.

There are now no provisions for the performance of autopsies on deceased inmates. It it recommended in another report of this series that a pathologist be retained jointly by the tuberculosis sanitarium and the insane asylum. The services of this physician should be secured to do the post mortems for the few deaths that occur each year. This service is important in view of the possibilities of foul play being involved in the deaths of prison inmates. The procedure could be arranged for in cooperation with the county coroner, in cases legally under his jurisdiction.

Newly-admitted inmates are not routinely x-rayed. This should be done through the use of the equipment at the tuberculosis sanitarium. It is also recommended that a tuberculosis survey of the inmate population be made. The staff and facilities of the tuberculosis sanitarium should be called on to give technical assistance in this work.

The state does not now pay for glasses for inmates, except occasionally for those who work as clerks. The state pays only for tooth pulling and not for other dental work. Both these services would seem to be within the proper scope of services to be rendered to the inmates.

The present hospital is badly located in two respects. Ambulatory patients coming in for clinics must wait in the same room with the bed patients. Also the hospital is located next to the room where the band practices. Either the hospital or the band practice quarters should be relocated and a separate entrance for the clinic patients should be provided.

Disciplinary Records of Prisoners:

It is important both to the management of the prison, to the prisoners, and to those who pass on paroles that great care be taken in keeping written records of infractions of rules by prisoners. Such records are now kept for major violations where trusties are returned within the walls or other similar penalties are involved. However, it is inevitable that employes who have prisoners under their daily observation should find occasion to reprimand or in other ways to control and to direct prisoners without finding it necessary to make written charges for violations of rules.

It would be wise in this connection to require all guards or other employes having prisoners under their immediate supervision to make reports at regular intervals on the conduct, industry, and general attitude of each prisoner so assigned. These reports might be made once a week. The reports should be preserved during the term of the prisoners' incarceration. Such reports would be valuable, not only in completing the records of the prisoners, but also in stimulating guards and officials to closer observation and study of prisoners. Under an intelligent and observant official, they would throw a strong light on the prisoners' characters. Such information is indispensable to a parole board.

If it is found difficult to secure such reports from employes, a paid clerk might be designated to go to their offices to assist in the preparation of the reports. The signatures of the supervisory officials should, however, always be required on the reports.

Inmate Organization:

There is now no representative organization in existence among the inmates and it is recommended that some form of representative body be set up.

Such a body would be elected by the inmates and would be responsible directly to the warden. It would function as an advisory body to the warden with regard to matters of discipline; rules; hours of work; meals; privileges; types of recreation; and other such matters.

A body elected by the inmates would be extremely useful in maintaining discipline and in improving morale. If properly controlled and handled, there should be no danger that such a body would in any way usurp the power of the warden or lend itself to subversive purposes.

It is of interest that, according to the latest information available, formally established inmate organizations are in existence at the following institutions:

State Prison Colony, Norfolk, Massachusetts
United States Industrial Reformatory, Chillicothe, Ohio
United States Penitentiary, Leavenworth, Kansas
Maryland State Penal Farm, Roxbury, Maryland
Annandale Farms, Annandale, New Jersey

It is also of interest that the "Rules and Regulations for the Government and Discipline of the United States Penal and Correctional Institutions" read as follows:

"The chief executive officer of each federal penal or correctional institution is authorized, at his discretion, to establish an inmate advisory council or such other form of inmate organization as may be approved by the director of the Bureau of Prisons, for the purpose of encouraging and promoting the constructive participation of inmates in those activities affecting the welfare of the inmate body as a whole and which do not interfere with proper control by the administrative officers."

Farm Operations:

Farm Lands: The prison now farms two state-owned ranches with a total area reported as 625 acres. However, one of these ranches is leased from the department of state lands and investments and the records of that department show that this ranch alone contains 640 acres. The total area must, therefore, be considerably in excess of the figure stated.

In addition, two other ranches totaling 420 acres are rented for $1,000 a year and an additional 1,700 of pasture and grain land is rented on shares. The state-owned land adjacent to the tuberculosis sanitarium at Galen is also farmed by the prison.

The prison now has the deeds to certain of the prison lands in Deer Lodge, but has no deeds, plats, or other records showing the acreage, boundaries, or location of the other prison lands. The state land office has a record of the one section leased to the prison. The secretary of state has records of certain lands in Deer Lodge and of a piece of land containing approximately 30 acres. Otherwise no records appear to be kept by any state agency of the lands operated by the prison.

It is recommended that the necessary data be secured, through a search of the county records and a boundary survey if necessary, that complete plats be prepared of the prison lands, and that these be kept by the prison office. Similar records should be kept for all leased lands.

Farm Production: The prison farms produce beef, hogs, and poultry; dairy products; field crops for feed and forage; and pasturage for the beef and dairy cattle and work stock. The production appears to be less than the needs of the prison in every case. The institution buys on the open market (either regularly or at some period during the year) pork, beef, and vegetables. The 85 dairy cows produce about 230 gallons of milk a day, approximately half of which is sent to the tuberculosis sanitarium at Galen, leaving slightly less than one quart a person for the prison. While this is adequate, the dairy herd could well be expanded in size to supplement the milk supply at the insane asylum.

It is recommended that more land be secured through rental or purchase and that all the farm operations be expanded. The prison should, as a long-term aim, plan to produce food supplies for the other state institutions located within trucking distance. It would be well to call on the county agent for assistance in planning such an expanded farm program.

It is also recommended that the approximately 100 acres of the present farms that are devoted to truck gardening be materially increased in size. Ample land suitable for vegetables is said to be available on the present ranches.

Some of the prison farm lands have recently been reclaimed and placed in cultivation. There is apparently much more to be done in this direction and the work should be actively prosecuted.

Other Farm Matters: The Holstein dairy cows have been cross-bred with Angus stock. In consequence, the milk production of some of the cows is low and the average has dropped to three gallons a head. It is recommended that the low milk producers be regularly culled out and be placed in the beef herd. Adequate production records by which to cull are kept.

The present practice of renting land for only one year at a time is undesirable in that it interferes with the planning of farm production and the preparation of the land in advance. It is recommended that only long-term leases be made.

It has been the practice to buy feed only as needed. Until provision can be made to raise feed up to the needs of the livestock, the feed should be bought in advance in adequate quantities, in order to secure lower prices.

Plant and Equipment:

Buildings: The buildings in which the prison is housed are discussed in the section of this report dealing with the classification of inmates.

Plant Records: The prison electric system appears in general to be adequately metered from the point of view of control of consumption. The main buildings within the walls and the heating plant are on one meter. The license plate shop is sub-metered as a part of this circuit. The several buildings outside the walls are separately metered as are the ranches. The water pump is not metered and it might well be. Moreover, the existing meters are not read by the prison staff and no effort is made to utilize them to control the use of electric current.

There is a main gas meter for the prison, but there are no separate meters for the boilers, kitchens, or other parts of the load. Although this meter is regularly read, the readings are of little use for the purposes of control.

There is a titration set to test the boiler feed water but it is not regularly used.

It is impossible to operate a heating plant efficiently under these conditions. The necessary steam-flow, feed water, gas, and cold and hot water meters should be installed, should be regularly logged in a power plant log, and should be used to check the efficiency of operations and to control the use of steam, electricity, and hot water throughout the institution. Under the supervision of a competent plant engineer, the meters should pay for themselves in a short period of time. Such sub-metering of major parts of the gas, steam, and hot-water loads should be provided for as may be required.

The hours of operation of the boilers, auxiliaries, and well pumps should be recorded in the log, as well as records of periodic tests of the water.

Plant Maintenance Records: No adequate plant maintenance records are now kept and provision should be made for the following.

1. Written and duly approved work orders.
2. Schedules of repair work for the several trades and records of work done.
3. Schedule of preventive maintenance work for slack periods.
4. Perpetual inventory of equipment and stock on hand.
5. Records of the cost of maintenance for the several buildings.
6. Blueprints, diagrams, and maps of buildings and equipment.

Unless records of this kind are available, carelessness, breakage, and excessive repair work, neglect of needed repairs, breakdowns, unnecessary "emergency" work, losses of parts and supplies, and other wastes of time and materials will unavoidably result.

It is recommended that carefully designed records be installed, that they be properly kept, and that the proposed mechanical engineer be empowered to take the necessary preventive measures when the records indicate waste or losses. Such records and the delegation of such authority are particularly important where inmate repair men are used.

Other Plant Matters: The present heating plant boilers are gas fired and in the event of a gas failure no alternate source of steam would be available. When funds are available, stand-by oil burners should be purchased for one of the two boilers.

The prison has a 75 KVA alternator driven by an old-style but serviceable shaft-connected, reciprocating steam engine. This is now used only for stand-by purposes.

It is recommended that an engineering survey be made to determine whether substantial savings both in demand charges and in total kilowatt-hours consumed could not be secured by connecting this alternator by a separate circuit to some major part of the electric load. The license plate shop, which has a 30 KVA oven and several large motors, would seem most suitable, since it represents a large item on the total load and one that can, within limits, be timed to coordinate with the maximum steam demand. Consideration might also be given to generating current for one or both of the two laundries.

Steps should be taken to schedule the operation of the several heaviest pieces of current-consuming equipment at the institution in order to secure reductions in the present KW demand charges.

The steam lines to the buildings from the heating plant are buried in a wooden conduit filled with sawdust. Consideration should be given to the construction of a steam tunnel and the proper insulation of the lines.

Fire Defenses: The fire defenses of the prison are especially important in view of the possibility that a major fire might be the occasion for a panic or a riot, or both. With at most about 40 employes immediately available for fire fighting and for guarding about 500 inmates, the problem is worthy of careful attention.

The prison relies largely on the city of Deer Lodge for fire protection. The prison water system includes nine 6" wells with a 150 g.p.m. pump, a cross-connection with the city water system for emergency and supplementary use, and a 75,000 gallon overhead tank. The normal water pressure is only 60 pounds but a steam pump can be connected in the line to raise the pressure for fire use. Standard hose fittings are used by the prison and the city.

There is one fire hydrant inside the wall and another outside connected to the prison water system and there are several city hydrants near the prison.

There is a hose card and a chemical cart and one of the two cell blocks has a standpipe and hose. Some hand fire extinguishers are available.

The present fire-defense system is deficient in the following respects:

(1) No fire drills are held. Fire drills should be held regularly and should involve the actual removal of inmates from designated locations. The employes concerned should not be informed whether the alarm is real or simulated.

(2) Employes do not have definitely assigned posts of duty to be assumed in case of fire. Arrangements should also be made to designate specific employes for specific posts. When any employe leaves the grounds another person should be designated to fill his fire post during his absence.

(3) The chief engineer or the proposed mechanical engineer should be designated as fire marshal for the institution. He should make regular inspections of the institution to insure (a) the abatement of fire hazards with a view to fire prevention and (b) the adequacy and good operating condition of the fire fighting equipment. He should have authority to enforce compliance with safety precautions.

(4) A truck-type pumper should be available with sufficient ladders and hose.

(5) No automatic sprinklers are available at points of high fire hazard.

(6) There is no pull-box and alarm connection with the city fire department. The telephone connection is not sufficient.

(7) The motion picture projection booth has only make-shift shutters over the apertures.

(8) The operating room should be protected against anesthetic gas explosions from electric sparks.

In addition to the foregoing deficiencies, a report made by the board of fire underwriters of the Pacific contained the following recommendations:

"(1) Standpipes and fire hydrants should be connected to the most reliable source of water supply available at all times and should not be connected to dead end lines. The fire plug located within the Prison wall and the standpipes should be connected to the city water mains by a looped arrangement.

"(2) In order that the watchman service be most effective the watchclock stations should be located within the buildings and so situated that it will be necessary for the watchman to travel through the building in order to reach the key station. Every major building, except dwellings, should have at least one key station. In order that hourly rounds may be made to all stations it may require additional watchmen.

"(3) Many of the major buildings were without first aid fire protection, fire extinguishers, or an insufficient number has been installed. Not less than one, two and one half ($2\frac{1}{2}$) gallon approved fir extinguisher should be installed for each 2500 square feet of floor area.

"(4) At least one approved $2\frac{1}{2}$ gallon fire extinguisher should be installed in each ranch building, this would provide a number of fire extinguishers at each group of buildings and if properly used in the event of a fire might avoid a serious loss of property.

"(5) The employees and inmates, trusties, should be trained in the application and use of fire extinguishers.

"(6) Fire extinguishers installed in buildings not heated should be of the non-freezing type.

"(7) All fire extinguishers should be recharged at least once each year, a tag showing the date of recharge should be securely attached to each.

"(8) The property at the Valiton Ranch is supplied by water from a reservoir, located on the hill side east of the property, through a $2\frac{1}{2}$ inch line. It would be well to run a $2\frac{1}{2}$ inch extension from the service line into the barn with not less than two hose connections provided on the first floor with 50 feet of one inch hose with nozzle attached to each and provision made for easy access into the hay loft with each line. A small pump should be installed, in the barn, connected to the pipe line which would act as a booster increasing the pressure for fire use.

"(9) The reservoir not in use at the present time should be placed in service and cross connected with the present reservoir so that the water in both will be maintained at the same level. A float switch should be installed so that the water level will be maintained at not less than 80% of the capacities of the reservoirs.

"(10) All electrical work should be done by a competent electrician.

"(11) All fuses should be carefully checked by an electrician to make certain that the current rating of the fuse is not greater than the safe allowable current carrying capacity of the conductor it is to protect.

"(12) All fuses protecting lighting circuits rated about 15 amperes should be replaced by 15 ampere fuses.

"(13) Each building should have a main disconnecting switch and fuses. The switch to be totally enclosed and externally operatable.

"(14) All buildings in which the knob and tube or open wiring method are employed should be entirely rewired and the conduit method of wiring used.

"(15) All switches that are exposed to the weather should be protected by an enclosure or be of the weather proof type.

"(16) All fuses and switches be installed in approved metal cabinets.

"(17) Only explosion proof fixtures, fittings and wiring be installed where feed grinding is done (Barn in town).

"(18) All electrical outlets located in hay lofts of barns be of the dust tight type protected by a substantial metal guard and protected from mechanical injury.

"(19) Armoured cable (B. x7) has been used outside in some locations. This wiring method, where exposed to the weather should be replaced by conduit made water tight.

"(20) If additional electrical outlets are required only approved wiring method (not cords) should be used.

"(21) Many of the buildings have wood shingle roofs, when it is necessary to replace any of the present roofs only approved composition or other non-combustible roof coverings should be used.

"(22) A clearance of not less than one inch should be maintained between steam pipes and the wood work of the buildings or other combustible material.

"(23) All metal smoke pipes should be replaced by brick chimneys. All paints, varnish and the like to be kept in a separate buildings."

Note: The succeeding page or pages of the only available copy of this report are missing.

It is recommended that a survey by the board of underwriters to bring the recommendations up to date be requested.

Receipts:

As reported by the state accountant, the receipts of the prison for the fiscal year 1939-1940 were as follows:

Nature of Receipts	Amount
Receipts of inmate trust funds	$48,618.62
Sales of farm produce	9,470.77
Sales of stores	1,633.73
Total	$59,723.12

In addition to the foregoing, the tailor shop sold $6,275.90 worth of clothing to the prison and to other state institutions.

Appropriations and Expenditures:

The tabulation that follows shows the appropriations for the prison and related activities for the current biennium.

Appropriation	Fiscal Year 1941-1942	Fiscal Year 1942-1943
State prison, salaries and expenses	$164,000	$164,000
State prison, bandmaster	2,000	2,000
State garment factory	6,000	5,000

There are also appropriations for the license plate shop from the motor vehicle fund in such amounts "as may be necessary."

The tabulation that follows, based on the reports of the auditor, shows the expenditures of the prison for the fiscal year 1939-1940. The figures for 1940-1941 are not yet available.

Item of Expenditure	Amount
Gross operating expenses	$177,457.49
Less farm production consumed	22,885.43
Net operating expenses	$154,572.06
Capital outlays and repairs and replacements	15,421.20
Total	$169,993.26

The cost of operating the prison in 1939-1940 was 77 cents an inmate day.

The expenditures of the tailor shop for 1939-1940 were $4,651.52.

The tabulation that follows shows the expenditures of the license plate shop.

Item of Expenditure	Amount
Operating expenses	$11,467.38
Capital outlays and repairs and replacements	177.77
Total	$11,645.15

Probation, Parole, Commutation, and Pardon Procedures:

Administrative Agencies: The courts, the board of prison commissioners, the board of pardons, and the governor are each involved in some degree in the administration of the various laws relating to probation, parole, commutation of sentences, and granting of pardons.

The trial court may suspend a sentence and place a prisoner on probation. When this is done the further discretion rests with the court as to whether jurisdiction over the probationer shall be vested in the board of prison commissioners or retained by the court. In the latter case, however, the board of prison commissioners and the bureau of identification at the prison must be notified.

The board of prison commissioners not only has jurisdiction over probations but also, on recommendation of the governor, over parole of prisoners of certain classes serving sentences in the prison. During the parole period the board has supervision. The board is also required to grant commutations of sentences based on credits for "good time" set forth in the statutes.

The governor, subject to prior approval of the board of pardons, may grant absolute or conditional pardons, remit fines and forfeitures, or grant commutations of punishments and respites. The board of pardons comprises the secretary of state, the attorney general, and the state auditor, all serving ex officio. The secretary of state and the attorney general, together with the governor, constitute the board of prison commissioners, as previously noted.

The only administrative staff, outside of the prison staff itself, that any of these agencies have in carrying out their responsibilities is the clerk of the board of examiners who serves also as clerk of the board of prison commissioners and the board of pardons.

Supervision of Probationers and Parolees: In practice an average of about 200 probationers and 600 parolees are under the supervision of the board of prison commissioners. Substantially the same regulations have been promulgated governing the conduct of persons on probation and on parole. These are as follows:

"1. That he shall not go beyond the boundaries of the State of Montana, during the life of this parole.

"2. That he shall make a written report to this Board, at least every thirty days, stating his postoffice address, the nature of the work in which he is engaged, the name of his employer and such other information as may, at the time, be required of him by the Board or any member thereof.

"3. That he shall not at any time be guilty of a breach of any of the laws of the State of Montana, or of any of the conditions of this parole, and further, that he shall abstain from the use of intoxicating liquors and the frequenting of saloons.

"4. That he shall during the remainder of his term of sentence be, at all times, in the legal custody and control of the State Board of Prison Commissioners and subject, at any time, to be returned to the State Prison for a breach of any of the conditions of this parole or for other good and sufficient cause to the Board appearing; and a written order of this Board shall be a sufficient warrant to any officer to retake said prisoner to actual custody."

The state has enacted the uniform laws promulgated by the interstate commission on crime relating to interstate parole and probation supervision, and also the uniform laws relating to fresh pursuit, extradition, out-of-state witnesses, and narcotics.

The statutory penalties for the several crimes defined by law are now in most cases expressed either as a maximum or as a maximum and a minimum. There appears to be no statute prohibiting indeterminate sentences between the legal limits or requiring sentences to be for specific periods, but the present practice is to pass all sentences for specified periods of imprisonment. They are, nevertheless, subject to the statutory good time deductions.

Principles and Application of Parole: The present statutes and procedures may be characterized as no more than steps in the right direction. Inasmuch as any extensive improvement would require the expenditure of additional moneys for administration, no specific recommendations are made in this report. Nevertheless, as a guide in shaping the future policy of the state a somewhat detailed statement of the purpose and proper application of parole seems justified.

The operation of an effective parole system begins with the admission of a prisoner to the institution and is materially affected by the type of sentence imposed. Large numbers of those who are convicted of offenses against the laws of the state do not belong to the criminal class. The commission of a single criminal act does not, per se, mean that the violator of the particular law is hostile toward social regulation of his acts.

The definite sentence is, therefore, recognized as archaic, in that it is based on a theory of reprisals, and upon the idea that the punishment should fit the crime. This type of sentence has been modified by the rather general adoption of what is known as the "indeterminate" sentence, which leaves the length of term within specified limits and the conditions under which the sentence is served to be decided by the development of the prisoner. This system is now in use in many states and provides a basis for the establishment of a satisfactory system of paroles.

Parole is a means of assisting in the rehabilitation of prisoners. It simply permits the prisoner to be at large, while still remaining under the supervision of the state. In its proper application it is, in fact, an extension of the walls of the prison to the boundaries of the state, and paroled prisoners continue, or should continue, to be under the supervision of, and regularly in contact with, parole officers designated as their guardians.

Parole is not a right; it is only a privilege which may be given or withheld by the paroling authority, whose judgment must be based on complete knowledge of the prisoner's character and of the evidence he has given of his ability and purpose to live at liberty without violating the law. Being human, this judgment is subject to error and for that reason must be exercised in the light of all obtainable information by those who have had experience in judging men and weighing their qualities for good or for evil.

An agency to make investigations of the environmental conditions to which the prisoner would return in the event he were paroled, and the adjustments needed, is thus essential. Since pre-parole investigations and parole supervision are activities which require special training and experience if they are to be effective. such an agency would require a trained staff. On the basis of the reports prepared by the agency and the information already in the files with regard to the prisoner, supplemented by personal interviews with the prisoners, and such further investigations as he might desire, the prison warden would be in a position to make recommendations to the board of prison commissioners for or against the issuance of a parole to each prisoner who becomes eligible for consideration.

The board, with all available information before it, would approve such recommendations or, if it desired, would call for further investigations or data upon which to base its decisions. It would at all times have full authority to reverse the recommendations of the investigating agency, but would in most cases find the recommendations proper and would have little occasion to arrive at different decisions. The board should not have the authority to initiate cases for parole consideration, but would, of course, be permitted to make all necessary rules for bringing cases before it.

At the present time, no supervision is exercised over paroled prisoners except by correspondence. This vitiates the effects of the whole system, since there is no assurance that the surroundings of prisoners are not such as to encourage their further resort to crime, and there is no adequate check on the observance of the conditions of parole.

It is essential to the proper functioning of a parole system that close, but unobtrusive, contact be kept with prisoners on parole. Such supervision is needed, not only as a check on the behavior of the prisoner to forestall further criminal actions, but also as an aid to the prisoner in seeing that he has the proper surroundings, in assisting in his adjustment to his environment and the solution of his difficulties, and to encourage his continuance as a useful and self-respecting member of society. These conditions should be assured, first of all by the pre-parole investigations, but they should also be checked at regular intervals. Advice and assistance should be given in placement and in adjusting the attitudes and habits of the paroled prisoner to permit him to take and maintain his proper place in the community. It is only by such means that the influence of the prison can be anything other than that of an agency for the perpetuation and encouragement of crime, rather than for its correction.

Under an effective parole system, there must be a parole officer to visit periodically every paroled person placed under his jurisdiction; to make himself thoroughly familiar with the environmental conditions, problems, and difficulties of the prisoner; to interview him at his home or work; to learn whether or not he is living up to his parole obligations; to advise, encourage, and admonish as the need may be. The purpose of the parole officer is to keep the parolee out of trouble. Paroled prisoners thus continue in the custody of the state; they are, or should be, subject to be returned by the parole officers for violations of parole rules and these officers should be given police powers with authority to return such violators. It should be the duty of the board which approves paroles to interview promptly all parole violators so returned and to approve or otherwise pass upon the action of the parole officer.

The principles of the parole system are sound and where such a system is understood and efficiently administered, the results have more than justified its use. Under such conditions it gives to prisoners their greatest incentive for good conduct and self-improvement in prison and helps them in their struggle for readjustment in society. To secure these benefits, it will be necessary for the system to be established with qualified employes having a sound understanding of its purposes and working methods.

With the development of a real parole system such as has been here indicated, the present "good time" and commutation laws should be repealed, as they are incompatible with the operation of a real parole law, which should be based on the theory that as soon as conditions seem to warrant, each prisoner should be started on his way toward rehabilitation.

No legal provision now exists to grant furloughs to prisoners. Such a provision is needed and this power should be handled through the parole machinery and procedures.

Proposed Statutory Changes: It is recommended that the present statutes relating to probation, parole, sentencing, commutations, and pardons be repealed and that a modern statute on the subject be enacted. Such a statute could well be based on one or several of the many model laws that have been promulgated. Even though the state may not be in a position to make all of the provisions fully effective, any statute that is enacted should include the following provisions:

(1) The assignment of authority and responsibility to some agency (a) to make probation and parole investigations and otherwise to secure information and persons convicted and awaiting sentence, prison inmates, and parolees and (b) to supervise probationers and parolees.

(2) A requirement that, in placing persons on probation, the judges act on the basis of the investigations made by the foregoing agency, wherever available.

(3) A requirement that all persons on probation be under the jurisdiction of the supervisory agency and not solely under the supervision of the judges.

(4) A provision for the passing of indeterminate sentences within limits.

(5) A provision for the paroling of prisoners after the serving of their minimum sentences on the basis of all available information about them.

(6) A provision for the fixing by the administrative authorities of the rules as to good time earnings within wide limits.

(7) A provision for the handling of furloughs in the same way as paroles.

Since the creation of an adequate staff for probation and parole would, of course, require the appropriation of substantial amounts for operating purposes, no formal recommendation for the immediate expansion of this service is made.

Summary of Recommendations:

The recommendations expressed or implied in this report are as follows:

Recommendations Not Requiring Legislative Action:

(1) That a policy be adopted and the administration of the prison conducted on the basis that the penological system is not operated solely to mete out retribution, to hold in custody, and to punish, but instead that the system is directed toward the rehabilitation of first offenders and others who can be returned to society as useful citizens, and that, at the same time, the incorrigible prisoners who are a menace when released are to be strictly confined.

(2) That a position of dietitian be created to direct the food preparation and service at the prison, both as an economy measure and as a means of improving the meals.

(3) That, for improved plant maintenance service, the present position of chief engineer be reconstituted as a position of mechanical engineer at the present salary; and that a professionally trained mechanical engineer be employed to fill the position and to direct the operation and repair of all the prison buildings and equipment.

(4) That those responsible in the several cities and counties for fingerprinting persons accused of felonies send the prints to the prison bureau of identification as required by law, whether or not the accused persons are given suspended sentences.

(5) That, to secure technical supervision, the staff of the license plate manufacturing shop be made responsible to the mechanical engineer and not to the deputy registrar of motor vehicles.

(6) That, for economy, the part-time position of plumber be abolished and that plumbing work, like the other building trades at the prison, be conducted by inmates.

(7) That the overtime payments to guards be discontinued as being without legal basis and possibly contrary to law.

(8) That, to improve the operation of the prison, a course of training for the guards and other employes of the prison be instituted; that this course include both theoretical training and practical demonstrations in the supervision and handling of inmates; and that the course include regular firearms target practice.

(9) That, as provided by law, the prison operate a number of diversified industries to utilize the large surplus labor supply at the prison and to produce goods for use by the other state institutions; that the present tailor shop and farm production be materially increased; that consideration be given to the establishment of a canning factory, a mattress repair shop, a shoe manufacturing and repair shop, a furniture manufacturing shop, and such other productive activities as may be appropriate; and that these measures be taken as major economies to the state and as means of providing inmates with trades and opportunities to rehabilitate themselves.

(10) That, when such a program of production is in operation, the present large-scale industrial and profit-making activities of the prisoners as individuals be curtailed or prohibited; that the making and selling of leather goods for personal profit by inmates be curtailed; that the purchasing of goods outside the prison with personal funds by inmates be restricted; and that the privilege of making deposits in and disbursements from personal accounts kept by the prison be limited; but that none of these changes be made until adequate substitutes for the legitimate energies of the inmates are established by the state.

(11) That a room be set aside where inmates may meet regularly with priests or ministers for private conversations.

(12) That such recreation activities as do not require substantial additional funds be instituted; that consideration be given to organized athletics and dramatic performances as part of any recreation program; and that some provision be made for recreation for the women prisoners who are closely confined in a small area.

(13) That the approximately 100 inmates who are reported to be psychotic be examined by a qualified psychiatrist; and that any who are found to be insane be transferred to the state insane asylum.

(14) That the elective major surgical work for the prison be done at the state tuberculosis sanitarium, which is far better equipped than the prison; and that the antiquated operating room at the prison be used only for emergency and minor procedures.

(15) That autopsies be done on deceased prisoners by the pathologist suggested to be employed jointly by the state insane asylum and the tuberculosis sanitarium; and that a cooperative arrangement be made with the county coroner in any cases falling under his jurisdiction.

(16) That newly-admitted inmates be routinely given chest x-rays; and that a tuberculosis survey of the inmate population be made.

(17) That if it can be done without substantial expense, the band practice quarters be located elsewhere than next to the hospital; and that provision be made for clinic patients to wait for treatments elsewhere than in the same room with the hospital patients.

(18) That in addition to the reporting of violations of rules the guards and other employes who supervise inmates be required to make weekly conduct and progress reports on the prisoners under their control.

(19) That a representative organization elected by the inmates be established; and that under the close supervision of the warden such organization function as an advisory body with regard to discipline, rules, hours of work, meals, recreation, privileges, and other such matters.

(20) That the acreage, boundaries, and location of the farm lands belonging to the state and operated by the prison be ascertained; that a boundary survey be made if necessary; that similar data be secured from the owners of all rented lands; and that hereafter complete plats of both the owned and rented prison lands be kept up to date by the prison staff.

(21) That, to reduce the cost of food, additional lands be placed in cultivation and that the production of the prison farms be materially increased, through the reclamation of present lands, the cultivation of additional areas, and the renting of more land if necessary.

(22) That, to increase the yield from the dairy, the dairy herd be culled of poor milk-producing cows; that cross-breeding of the herd be guarded against; and that the culled cows be placed in the beef herd.

(23) That, to reduce utility costs, certain specified meters and gauges be installed in the heating plant; that they be regularly read; and that the readings be recorded in a plant log and be used to control the use of steam, electricity, gas, and water.

(24) That an engineering survey be made to determine whether substantial savings in electricity costs could not be secured by connecting the present steam-driven alternator to a portion of the electric load and discontinuing the purchase of current as to such selected portion of the load.

(25) That the operations of the heavy electric motors be scheduled so as to reduce demand charges.

(26) That fire drills be regularly held; that employes be assigned definite posts of duty in case of fire; that the chief engineer or the proposed mechanical engineer be designated as fire marshal for the prison; that he make regular tours of inspection and be empowered to order the abatement of hazardous practices; and that a number of other specifid improvements not requiring additional funds be made in the fire defenses of the institution.

(27) That a resurvey of the institution be requested of the board of fire underwriters of the Pacific.

Recommendations Requiring Legislative Action:

(28) That a modern statute be enacted relating to probations, parole, sentencing, commutations, and pardons.

(29) That when funds are available positions be established of teacher, nurse, psychiatrist, psychologist, and resident physician by way of improvements in the treatment and handling of prisoners.

(30) That the present part-time position of musical director be abolished by the repeal of the statute creating the position; and that the $2,000 a year saved thereby be utilized for a general recreation program of benefit to all the inmates.

(31) That consideration be given to such increased in the appropriation as may be necessary to provide glasses, dentures, and dental work in addition to extractions for inmates.

(32) That negotiations be entered into with one of the neighboring states and necessary legislation enacted to secure a contractual arrangement for the care of Montana's few women prisoners at less cost than is necessary in the prison; that, if such an arrangement can be consummated, the women's unit be closed, as such, and used as a receiving station for new prisoners.

(33) That consideration be given to the purchase of oil-fired, stand-by burners for one boiler in case of gas failure.

(34) That consideration be given to the construction of a tunnel for the steam lines and the improvement of the insulation of the lines as an economy measure to prevent heat losses.

(35) That certain purchases of equipment and structural installations be made to improve the fire defenses of the prison.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

REGISTRAR OF MOTOR VEHICLES

(Report No. 8)

September 10, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON
REGISTRAR OF MOTOR VEHICLES

ntroduction:

Montana occupies a unique position among the states of the Union with respect to the administration of motor vehicle registration laws. It is apparently the only state in which the agency administering such laws is an adjunct of the state penitentiary. Many of the states have arrangements whereby motor vehicle license plates are produced in prison factories, but the use of prison labor on the clerical work of motor vehicle registration is unusual. The warden of the state penitentiary, since 1925, has been, ex officio, the registrar of motor vehicles. The offices of the registrar and the offices of the state penitentiary are both in the same building at Deer Lodge, although they are physically separate.

Functions and Activities:

The functions of the office of registrar of motor vehicles may be classified under three main heads as follows:

Issuing of certificates of registration and of ownership of motor vehicles.

Recording chattel mortgages and conditional sales contracts covering motor vehicles.

Administering certain other motor vehicle laws designed for the protection of person and property.

The scope of the activities of the office of the registrar in carrying out these functions can best be made clear by a description of certain procedures since the line of demarcation between the state and the county activities is difficult to draw.

Registration fees for motor vehicles are collected by the county treasurers on the basis of application blanks and license plates furnished by the registrar of motor vehicles. Duplicate copies of the applications are sent to the state agency and are used by it as the basis for the issuance of certificates of registration.

The legislature has authorized the retention of the registration fees by the counties and has provided for their use on county highways and city streets Motor vehicle dealer license fees, on the other hand, are collected by the registrar of motor vehicles and the proceeds are deposited to the credit of the state for later distribution to the counties.

Applications for original certificates of ownership are made through the county treasurer at the time of initial registration. Each of these, with a fee of one dollar, must be forwarded to the registrar of motor vehicles where the certificate of ownership is issued. Applications for certificates evidencing the transfer of ownership or for duplicate certificates of ownership must be made directly to the registrar of motor vehicles.

Chattel mortgages, conditional sales contracts, and assignments relating to motor vehicles may be filed with the registrar of motor vehicles, at which place they are recorded against the certificates of ownership. Under such circumstances, it is mandatory that satisfactions of the recorded chattels and conditional sales contracts be filed in the same office, so that titles may be cleared to allow transfers of certificates of ownership.

In 1937, the legislature passed a "Financial Responsibility Law" providing for the revocation of driver's licenses and certificates of registration for certain offenses until proof of financial responsibility for future vehicle accidents if filed with the registrar of motor vehicles. The administration of this act involves the receipt and filing of notices of convictions, pleas of guilty, and "bond skipping" from various courts; the revocation of licenses and certificates until proof of financial responsibility if filed; the receipt and filing of proofs of responsibility under the terms of the act; the re-issuance of licenses and certificates when such proofs have been filed; and the prevention of transfers of certificates of ownership designed to evade the terms of the act.

The registrar of motor vehicles is also charged with a variety of activities relating to the protection of motor vehicle property. Notices of transfers of certificates of registration and ownership must be given to holders of mortgages and conditional sales contracts. Reports of stolen and recovered vehicles must be made to the various peace officers of the state. Files of engine numbers must be maintained, and strict control over the issuance of special engine numbers is provided.

In addition to these duties, the registrar of motor vehicles is charged with the responsibility of furnishing statistical information on registrations, new car sales, revocations, and other data pertaining to motor vehicles.

The manufacture of license plates is evidently a dual responsibility. Although the legislature appropriates a specific amount for this activity as a part of the penitentiary appropriation, such amount is subtracted from the total penitentiary appropriation to arrive at a net figure and is covered by a transfer from the motor vehicle funds. As an organizational matter, the license plate factory is under the direction of a supervisor who is paid from the motor vehicle funds and who is directly responsible to the registrar's office.

Organization and Staff:

As a matter of practice, the warden of the penitentiary (the registrar of motor vehicles) is not active in the work of the agency but appoints a deputy registrar of motor vehicles who is held directly responsible for the administration of the motor vehicle laws. However, it has been the practice for the warden to make all appointments to positions under the deputy registrar. In general, the internal organization of the agency, with the exception of the cashier, corresponds to the three main functions which it performs.

The positions existing within the agency as of August 9, 1941, are listed in the following tabulation:

Position	Annual Salary
Deputy registrar of motor vehicles	$ 3,000 om
Chief clerk	2,400 un,f,l
Stenographer	1,500
Cashier	1,500 2m
Guard (watchman)	1,200
Clerk	2,100 2m
Stenographer	1,200 1m
Inmate clerk (3)	-

Position	Annual Salary
Supervisor, license plate "department"	$ 1,500 3m
Machinist (part-time)	480
Inmate typist (17)	-
Inmate proof reader (8)	-
Inmate duplicating machine operator (9)	-
Inmate mechanic (31)	-
Office manager (director of certificate of title and registration division)	2,100 2m
Stenographer - receipt writer (2)	1,200 2m
Inmate clerk (18)	-
Clerk	1,800
Clerk	1,500 2m
Clerk	1,500
Inmate clerk (6)	-

NOTE: un - unfurnished house
f - fuel
l - lights

om - occasional meal
1m - one meal
2m - two meals
3m - three meals

Exclusive of the inmate mechanics in the license plate factory, there are seventy-six positions, sixty-one of which are filled by inmates. This latter number varies from time to time as the work loads of the agency increase and decrease. In spite of the small number of civilian employes, the statutes evidently contemplate an even smaller number.

The law creating the office of registrar of motor vehicles (Section 1755, Revised Codes of Montana, 1935) provides that the registrar "shall be entitled" to one deputy and two civilian clerks and that "the remaining clerical help shall be selected ... from among the inmates of the state penitentiary." A later act (Section 1758.4) provided for the employment of additional clerical help for recording chattels and conditional sales contracts, but this act was amended in 1937 (Chapter 72, Section 8, Session Laws of 1937) and the provision for additional clerical help was omitted. Thus, it would seem that the agency is required by statute to operate with only three civilian employes and that it is mandatory for the other positions to be filled by inmate labor. The law limiting the number of civilian employes was enacted in 1927 and has been amended twice since then, once in 1929 and again in 1933, probably without specific examination of the limiting clause and without regard for the added functions and increased volume of work with which the agency was confronted.

It is evident that the agency cannot function properly with only three civilian employes (it probably should have more than the fourteen which it now has), and the statutes should be changed to conform with the practical necessity of the situation.

A delicate problem of office management and of prison administration arises from the fact that inmate employes of the agency have to work in the same offices with the agency's female employes. For obvious reasons, if the policy of using inmate labor is to be continued, the agency should use as few female employes as possible.

The position of chief clerk is not needed. As now established it carries with it the duties of opening mail (seventy percent of the time), issuing

purchase requisitions and payrolls, approving claims, and compiling certain statistical information, but not supervisory responsibility. This position should be abolished. Such of its duties as require the exercise of judgment could be reassigned to one of the supervisory employes and a junior position at minimum pay substituted to take over the opening of the mail plus any other routine work that might be necessary.

Problems in Operating Procedures:

Handling of Collections: Prior to the advent of the present administration, the handling of money received by the agency was decentralized and, in general, loosely controlled. In fact, some evidence exists of losses to the state as a result of such practice. This practice has been halted, and the handling of receipts has been greatly improved. There is still room for more improvements, however, if the proper safeguards over receipts are to be provided.

The procedure now followed calls for central opening of incoming mail by either one of two individuals, the deputy registrar or the chief clerk. The amount of the remittance is noted on the envelope in red pencil and the envelope is attached to the document. The remittance is then separated from the document but the documents and remittances are both placed in the same receptacle for transmittal to receipt writers. From the documents, receipts are written in triplicate for each document. One copy goes to the cashier along with the remittances and one copy is attached to the document. The third copy serves no useful purpose. After the document has been "worked", the receipt attached thereto is initialed and returned to the cashier who staples it to the copy in her possession. She may then draw a check on the agency's suspense account, to which the remittance has been deposited, in favor of the state treasurer, and deposit such check in the proper fund.

While it is good practice to open incoming mail centrally, a still more adequate safeguard could be established by requiring that the mail be opened only when two individuals are present. These need not be high ranking employes, since honesty is in no way related to the rate of pay. After the mail has been opened and the amount of the remittances noted on the envelope, the documents should be transmitted to the receipt writers, but the remittances should be transmitted directly to the cashier. This would afford an independent check on the cashier and would preclude the possibility of loss as the receipts are being written

In this connection, it might be suggested that the time spent in writing receipts could well be saved by a slight alteration in procedure. If the mail opener were to indicate the amount of the remittance on the document itself, the record of the receipt of the remittance would have been made just as effectively and more quickly than by writing a receipt. The total of the amounts as indicated on the documents would provide an independent check on the amount sent to the cashier for deposit. The deposit could then be made directly to the proper fund, rather than to a suspense account for subsequent transfer to the proper fund.

Since many documents must necessarily be returned to the sender for corrections, the record of the receipt would not be available, under the plan, in those cases. This could be handled, however, by substituting a receipt in the place of such documents to serve as the record. The procedure suggested would also require the working out of an arrangement with the state treasurer whereby refunds might be made either directly from the fund in which the deposit was made or indirectly by subtracting from current receipts.

Issuance of Certificates: Certificates of ownership and certificates of registration are issued upon the receipt and approval of applications. The information on the application is virtually duplicated in the preparation of the certificate. When such information is copied from one document to another, much time and labor are consumed and occasional errors inevitably occur. The situation is not so serious as it might be because of the use of the inmate labor. Consideration should be given, however, to photographing parts of the application to produce the certificate should the situation arise wherein inmate labor would not be available.

In the case of certificates of registration, since the revenues therefrom are retained by the local governments, consideration should be given to a procedure whereby the county treasurers might issue the certificates directly. Under such procedure, an application would not be necessary. A copy of the certificate made with one of the special carbons that permit reproduction on machines would enable the registrar of motor vehicles to produce the requisite number of copies of the certificate for the various files the agency is required to maintain. Here, again, the use of inmate labor makes the problem less pressing than it otherwise would be.

Filing of Certificates: Certificates of ownership are filed in "voucher type" files which require that the certificate be folded for filing. This results in a loss of time in filing, in referring to the files, and in refiling. If the certificate were condensed to a standard sized card, the filing problem and other work of the office which requires reference to the files would be measurably expedited.

There is evidently no authorization in the law for destroying old records which are no longer of any value. These old documents require storage space which might be useful for other purposes. Provision should be made for their destruction after a stated number of years.

Physical Arrangement of Office Space: The main offices of the agency are situated outside the wall of the penitentiary. A large part of the work of the agency, however, is carried on within the prison proper. In addition to the manufacture of license plates, the issuance of certificates of registration, the maintenance of the license number certificate file, and the issuance of mimeographed bulletins showing detailed information on each registration is carried on within the prison. There is, of course, no telephone communication between the inside office and the outside office. Because of the close relationships between the two offices, the physical arrangement is not in the least satisfactory.

There is sufficient space in the basement of the outside office (especially if old records were destroyed) to house the personnel needed to do the work done in the inside office. The transfer should be made if inmate "trusties" are available in sufficient numbers.

Outgoing Mail: The agency follows the practice of purchasing stamped envelopes for use in handling outgoing mail. The postage bill exceeded $20,000 for the 1940 fiscal year. The use of window envelopes would save considerable time in addressing, and the use of a postage meter would probably soon pay for itself in preventing postage losses which inevitably will occur when usable postage is distributed throughout the office. The postage meter could also be used in handling outgoing mail from the penitentiary offices.

Receipts and Expenditures:

Receipts: The receipts of the agency for the calendar year 1940, as reported by the Agency, are shown by source in the following tabulation:

Source and Fund	Amount Received in Calendar Year 1940
Motor Vehicle Administration Fund:	
Certificate of title fees	$ 28,894.00
Duplicate certificate of title and duplicate certificate of registration fees	5,277.00
Transfer title fees	49,431.00
Lost and damaged plate replacement fees	558.00
Dealer registration fees	14,955.00
Dealer registration fees - extra plates	1,997.00
Dealer registration transfer fees	9.00
Used car dealer registration fees	2,509.00
Special engine number fees	9.00
Miscellaneous	409.80
Total, motor vehicle administration fund	$ 104,048.80
Motor Vehicle Recording Fund:	
Filing fees for motor vehicle chattel mortgages, conditional sales contracts, assignments, and satisfactions	34,488.50
Total Receipts	$ 138,537.30

In view of the size of the collections, and of the fact that the agency is financed from the receipts it collects, it can hardly be classified as being primarily a revenue collecting agency. As indicated in the tabulation, the fees collected are credited to two different funds. Fees for filing mortgages, conditional sales contracts, assignments, and satisfactions are credited to a motor vehicle recording fund. All other fees are credited to a motor vehicle administration fund. It may be said, in passing, that no specific statutory authority exists for the creation of a recording fund, although such a fund is recognized in the 1941 appropriation act. There seems to be no practical necessity for the maintenance of the two funds separately. It is true that the yields from certain fees credited to the administration fund must be ascertainable (in figuring the cost of administration to be borne by counties, as explained below), but this does not require that receipts be credited to separate funds. In fact, the 1941 appropriation act, as interpreted by the state accountant, requires that all the expenditures of the office of registrar of motor vehicles be met first from the recording fund.

As previously pointed out, motor vehicle registration fees are retained by the county treasurers for local government use. The state board of equalization reports that total collections from motor vehicle registrations amounted to $1,432,238 in the fiscal year ended June 30, 1940. Passenger car registration fees are set at five dollars for vehicles weighing 2,850 pounds or less at ten dollars for vehicles weighing more than 2,850 pounds. Lists of factory shipping weights on the various makes and models of cars are supplied by the registrar of motor vehicles to the county treasurers.

Truck registration fees range from five dollars to $200 according to the capacity of the vehicle. The practice of using factory rated capacity to determine the truck registration fee is followed. This means that local governments are losing considerable revenue, since the ordinary capacity of such

vehicles is usually several tons more than the factory rated capacity. Either the fees should be calculated on actual capacity or the factory rated capacity should be enforced as the maximum highway load.

Expenditures: As indicated above, the expenditures of the agency are met from the receipts which it collects. Appropriations are not in definite fixed amounts but in amounts "as may be necessary to pay all lawful claims." This means that there can be little effective control over the expenditures of the office. The costs of this agency should be budgeted in a manner similar to that followed in the case of any other agency of the state.

The cost of administering the registration statutes is borne by the counties in proportion to the registrations in each county. All fees collected by the registrar of motor vehicles, however, are to be credited against the cost to be apportioned to each county. These fees exceed the cost of administration. Consequently, there has been no occasion to assess any cost against the counties. In fact, $150,000 of accumulated surplus was distributed among the counties in October, 1940, as being an amount over and above the costs of administration.

The expenditures of the agency, as listed in the 1941 legislative budget, are shown in the following tabulation for the fiscal year ended June 30, 1940:

Object of Expenditure	Amount, Year Ended June 30, 1940
Operating expenses:	
Salaries	$ 20,555.00
Travel	236.62
Auto expense	146.11
Postage	23,255.00
Stationery, record books, and blanks	5,231.99
Sundry office supplies	2,629.05
General supplies and expenses	620.24
Printing and binding	143.44
Light, heat, and water	1,493.64
Telephone and telegraph	399.59
Freight, express, and drayage	3.86
Industrial accident insurance	404.98
Official bonds	275.00
Material for license plates	74.00
Total operating expenses	$ 55,468.52
Capital outlays:	
Machinery and appliances	$ 1,005.00
Hand tools and petty equipment	117.93
Furniture and fixtures	1,865.73
Library and reference books	82.65
Total capital outlays	$ 3,071.31
Repairs and Replacements:	
Buildings and attached fixtures	$ 57.34
Machinery and appliances	1,938.56
Furniture and fixtures	69.45
Other repairs and replacements	32.00
Total repairs and replacements	$ 2,097.35
Grand total	$ 60,637.18

The foregoing amounts represent the payments from the motor vehicle administrative fund and the motor vehicle recording fund in behalf of the office of the registrar of motor vehicles. However, additional amounts of $11,645.15 and $500.25 were expended out of the same funds for operation of the license plate factory by the state prison and for fire insurance, respectively.

The figures in the foregoing tabulation probably do not reflect the true expenditures of the agency. Since it is an adjunct of the state penitentiary, it has been convenient to purchase equipment and supplies to be used for the prison proper and charge such purchases to the motor vehicle funds. This practice is followed to a considerable extent, especially at times when the penitentiary appropriation is nearing depletion. This practice is an evasion of legislative intent as expressed in the appropriation acts and should be discontinued.

The agency maintains a petty cash fund of $4,000 from which local or emergency purchases are made. It would seem that satisfactory arrangements could be made with the state purchasing authority to meet emergency situations, in which case there would be no justification for maintaining so large a petty cash fund.

Value and Cost of Services Rendered:

The value of the services rendered by the agency may be roughly measured by the amount of fees collected. These exceed the cost of the agency, but the balance is paid to the counties and there is no net revenue to the state. There is no question but that the regulation of motor vehicles is a proper function of government. It is also apparent that the central recording of chattels and conditional sales contracts is much more satisfactory than decentralized recording among the various counties. Even if all the work of the agency were performed by civilian employes, its maintenance at a reasonable cost would be justified.

Summary of Recommendations:

The recommendations, either expressed or implied in this report, may be summarized as follows:

Recommendations Not Requiring Legislation

*(1) That the agency use as few female employes as possible because of the necessity of working prisoners in the same quarters.

*(2) That the position of chief clerk and office manager be consolidated; that a junior position be substituted therefor.

*(3) That remittances be routed directly to the cashier rather than indirectly through the receipt writers.

*(4) That certificates of ownership be condensed to a standard size card for convenience in filing whenever such a change can be made.

*(5) That window envelopes and a postage meter be used in connection with the agency's outgoing mail.

*(6) That provided there is no statutory restriction, the motor vehicle recording fund be consolidated with the motor vehicle administration fund.

*(7) That the practice of charging purchases for the penitentiary proper to the motor vehicle funds be discontinued.

*(8) That the petty cash fund maintained by the agency be substantially reduced in amount.

Recommendations Requiring Legislation

(9) That the statutory limitation on the number of civilian employes of the agency be removed.

(10) That consideration be given to the possibility of legislative changes providing for direct issuance of certificates of registration by the county treasurers and, thereby, for elimination of the necessity for an application form.

(11) That statutory provision be made for destroying old records which are no longer of any value.

(12) That appropriations for the agency be made in definite, fixed amounts.

* Recommendations approved by Governor's Committee on Reorganization and Economy.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

MONTANA STATE TUBERCULOSIS SANITARIUM

(Report No. 5)

September 5, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

THE MONTANA STATE TUBERCULOSIS SANITARIUM

Introduction:

The Montana state tuberculosis sanitarium is located at Galen. The institution was founded in 1911.

The sanitarium comprises a new brick building and annex (the so-called receiving hospital); several older ward buildings and cottages of frame construction; a brick building housing the main kitchen, the storeroom, and a dormitory; a heating plant and laundry building; a dormitory for employes; and other smaller structures. A nurses' home is in process of construction.

The sanitarium is an excellently administered hospital. High professional standards appear to be maintained in the diagnosis and treatment of patients and in the conduct of adjunct therapies. The staff, in nearly all cases, is well qualified and good discipline appears to be maintained among the employes generally. Although a number of recommendations for improvements are made in this report, nearly all of them relate to relatively minor matters or to matters outside the control of the hospital staff. The state of Montana is fortunate in possessing so well-operated an institution.

Scope of the Sanitarium Services:

Admission Procedures: A state law provides for the admission of patients as follows:

"The executive board of said sanitarium is hereby given power and authority to receive therein patients who have no ability to pay, but no person shall be admitted to the sanitarium who has not been a citizen of this state for at least one year, excepting that a female who has been a resident of the state for at least five months preceding the date of application may be admitted, though not a citizen. Every person desiring free treatment in said sanitarium shall apply to the local authorities of his or her town, city or county, having charge of the relief of the poor, who shall thereupon issue a written request to the president of said sanitarium for the admission and treatment of such person. Such request shall state in writing whether the person is able to pay for his or her care and treatment while at the sanitarium, which request and statement shall be kept on file by the president in a book kept for that purpose in order of their receipt by him. No person shall be admitted as a patient in said institution without certificate of an examining physician, certifying that such applicant is suffering from tuberculosis, or what is commonly called miner's consumption, and, if upon the reception of a person at such sanitarium, it is found by the authorities thereof that he or she is not suffering from tuberculosis or miner's consumption, he or she shall be returned to the place of his or her residence, and the expenses of transportation to and from the sanitarium shall be paid by the county of which he or she is a resident. Admissions to said sanitarium shall be made in the order in which the names of applicants shall appear upon the application book to be kept as above provided by the president of said sanitarium, in so far as such applicants are subsequently certified by the said examining physician to be suffering from tuberculosis or miner's consumption; provided, however

that where the next patient in order is a man and the only accommodations available in the sanitarium are for women or children, then women or children shall be admitted in their proper order and vice versa."

Pay patients may be admitted when there is room.

These provisions appear to be satisfactory. Theoretical arguments may be made for the selection of cases from the waiting list for admission on the basis of the probable advantages to be derived from treatment and, if a case-finding program and diagnostic service were administered by the state, this might well be advantageous. Under the present circumstances, however, the dangers of possible favoritism in the admission of patients outweigh the advantages.

The residence requirement should be the same for women as for men.

Hospital Statistics: Both adults and children suffering from pulmonary, bone, and other types of tuberculosis are treated, as well as persons suffering from silicosis, the so-called "miner's consumption." Cases in the primary stage are not hospitalized. An active surgical program is conducted and collapse therapy is extensively used.

In addition to the care of inpatients, a diagnostic clinic is conducted as a consultive service to physicians in the state. Radiological films, accompanied whenever possible by clinical records, are interpreted and reports are mailed to physicians requesting them. Practicing physicians are encouraged to come to the hospital to study tuberculosis conditions and methods of treatment and this service is said to be considerably used.

Contrary to almost universal practice, the sanitarium prepares no statistical reports of any kind relating to patients. The following statistics are based on the report of the American Medical Association and data especially secured at the sanitarium. The statistics are as of August, 1941, except as otherwise indicated.

Bed capacity	268
Average census	260
Average occupancy	97 %
Admissions (1940)	207
Silicosis patients	50

The standard hospital statistics should be regularly compiled and should be reported to the superintendent and to the office of the governor. Such records are essential to good administration.

Organization and Staff:

Legal Provisions: A state law provides as follows:

"The governor, by and with the advice and consent of the state board of examiners, shall appoint two citizens of the state of Montana, one of which shall be a physician, who, together with the president of such institution, shall constitute the executive board of the Montana state tuberculosis sanitarium. The president of such institution shall be ex-officio a member of said board, and shall be the chairman thereof."

"Said executive board shall have such immediate direction and control, other than financial, of the affairs of such institution as may be conferred on

such board by the state board of examiners, subject always to the supervision and control of said state board of examiners."

"The governor, by and with the advice and consent of the state board of examiners, shall appoint a president of said sanitarium, who shall be a well-educated physician, legally qualified to practice medicine in Montana, with an experience of at least six years in the actual practice of his profession, including at least a year's actual experience in the treatment of tuberculosis."

The position of "president"is commonly known as "superintendent" and will be so referred to in this report.

The law confers upon the state board of examiners the power to control and supervise the institution.

Schematic List of Positions: The schematic list that follows shows the present organization and staff of the hospital. The indentations indicate lines of authority.

Title of Position	Number of Positions	Monthly Rate of Pay
Superintendent ("president")	1	$ 417 M
Resident physician	2	200 M
Resident physician	1	150 M
Dentist (part time)	1	50
Bookkeeper	1	170 M
Carpenter	1	160 M
Registered nurse (surgery)	1	120 M
Barber	1	60 M
Maid (superintendent's house)	1	50 M
Technician	1	100 M
X-ray assistant (part time)	1	25 M
Secretary	1	125 M
Stenographer	1	70 M
Typist (part time)	1	15 M
Laundry foreman	1	145 M
Laundry washer	1	65 M
Maid	1	50 M
Maid	3	45 M
Maid	1	40 M
Foreman	1	185 M
Plumber (part time)	1	110 1m
Engineer and gardener	1	160 M
Engineer	1	115 M
Engineer	1	100 M
Truck driver	1	80 M
Orderly (seasonal)	1	65 M

M - Full maintenance
1m - One meal

Title of Position	Number of Positions	Monthly Rate of Pay
Dietitian	1	$ 130 M
Butcher	1	120 1m
Storekeeper	1	115 M
Maid (dormitories)	1	55 M
Maid	3	55 M
Maid	1	50 M
Maid	2	40 M
Maid	1	50 M
Maid	1	40 M
Maid	1	50 M
Maid	1	45 M
Maid	1	55 M
Maid	1	50 M
Maid	1	47.50 M
Maid	1	45 M
Maid	1	42.50 M
Maid (part time)	1	20 M
Maid	1	55 M
Maid	1	50 M
Maid	1	45 M
Maid	1	42.50 M
Cook	1	145 M
Kitchen helper	1	80 M
Orderly	1	72 2m
Kitchen helper	1	70 M
Kitchen helper	1	60 M
Superintendent of nurses	1	155 M
Registered nurse	1	85 M
Registered nurse	2	80 M
Registered nurse	1	75 M
Orderly	1	70 M
Orderly	1	65 M
Orderly	2	60 M
Maid	1	45 M
Maid	1	40 M
Non-graduate nurse	1	60 M
Orderly	1	60 M
Registered nurse	1	75 M
Orderly	1	60 M
Registered nurse	1	90 M
Graduate nurse	1	65 M
Non-graduate nurse	1	65 M
Nurse	1	60 M
Practical nurse	1	55 M
Orderly	1	70 M
Orderly	2	60 M
Maid	1	45 M

M - Full maintenance
1m - One meal
2m - Two meals

Title of Position	Number of Positions	Monthly Rate of Pay
Registered nurse	1	$ 90 M
Registered nurse	4	75 M
Practical nurse	1	60 M
Orderly	1	65 M
Orderly	1	60 M
Maid	2	40 M
Registered nurse	1	100 M
Registered nurse	5	75 M
Non-graduate nurse	3	55 M
Practical nurse	1	55 M
Orderly	1	65 M
Orderly	1	60 M
Maid	1	45 M
Maid	4	40 M
Total	109	

M - Full maintenance
3m - Three meals
2m - Two meals
1m - One meal

Suggested Changes in Organization: The organization shown in the foregoing list represents, in general, a sound plan and one that appears to be well recognized and understood by the employes.

However, three suggestions are made to improve the existing organization, as follows:

(1) That one of the physicians be designated as "chief physician," and that he take charge of the routine administration of the medical and adjunct services.

(2) That a position of housekeeper be created, to take charge of the linen supply, laundering, and housecleaning activities.

(3) That several employes now responsible directly to the superintendent be made responsible, instead, to one or another of the several supervisory employes.

These recommendations are more fully discussed in the paragraphs that follow.

Plan of Discussion: The present and the proposed organization, together with such procedural matters as call for attention, are discussed in the sections of this report that follow under the following heads:

Medical staff and procedures
Nursing staff and procedures
Dietary staff and procedures
Housekeeping staff and procedures
Plant maintenance staff and procedures
Office staff and procedures

Medical Staff and Procedures:

Organization of Medical Staff: It is suggested that one of the physicians be designated as chief physician. The incumbent of this position would be responsible for the supervision of the routine medical activities and of the operation of the laboratory and pharmacy, as well as for the diagnosis and treatment of a group of patients. He would direct and coordinate the work of the physicians, dentist, laboratory and radiology technicians, and any other similar positions that may be established in the future.

While the hospital is relatively small, it is nevertheless believed that the suggested designation would operate to relieve the superintendent of responsibility for the handling of the daily medical routines and the coordination of the medical services, leaving him with more time to administer the hospital, direct the professional care of patients, and conduct the surgical work.

Pathologist and Pharmacist: Biopsies for the hospital are now done at the University of Michigan. Autopsies are performed by the medical staff although none has been performed recently.

It is recommended that a part-time position of pathologist be created on the hospital staff. It is suggested in the report on the insane asylum that a similar part-time position be created at that institution, and a single individual should be secured to fill both positions. Such a pathologist who could conduct autopsies and direct the laboratory work would be a major addition to the medical staff of the hospital.

The pharmacy work is now done by a member of the medical staff. Provided a fully-qualified physician is available, his time should be fully devoted to the diagnosis and treatment of patients and he should not be required to do the pharmacy work.

It is therefore recommended that a part-time pharmacist position be created in conjunction with the insane asylum.

Nursing Staff and Procedures:

There are at present about 50 nurses, orderlies, and maids on the nursing staff, of whom 17 are registered nurses. The ratio of nursing workers to patients is one to five. The hospital thus more than meets the minimum standards for tuberculosis sanatoria of the American sanatorium association of one nursing worker to seven patients and ten percent graduate nurses. A somewhat larger proportion of graduate nurses might be utilized provided they can be recruited.

With the construction of the nurses' home and the availability of additional nursing quarters, it is suggested that affiliations in tuberculosis nursing be entered into with the nursing schools in the state. This would present three advantages:

(1) The presence of student nurses in the hospital would make for better nursing service and higher standards.

(2) The affiliation would promote the understanding of tuberculosis among the citizens of the state.

(3) More nurses trained in tuberculosis nursing would be available for tuberculosis work.

Attention is called to the fact that under the current plan of the federal grants-in-aid preference is given to nursing schools with tuberculosis affiliations.

The establishment of an instructorship on the nursing staff would be necessary before any affiliations are formed. The incumbent of such a position might well act part time as a nursing supervisor and thus little or no added expense would be necessary.

The stocks of new and unissued nursing utensils and supplies are not now kept in the main storeroom. They should be so kept.

The barber and the nurse in charge of the surgery should be responsible not to the superintendent, as at present, but to the superintendent of nurses.

Dietary Staff and Procedures:

The dietary staff is at present headed by a trained dietitian and the dietary service (which is most important in the treatment of tuberculosis) appears to be excellent. The raw food cost is 13 cents a meal and the same menu is served to patients and employes alike.

Due, in part at least, to the volume of work that must be done by the dietitian (who is responsible not only for the usual dietary functions but also for certain housekeeping activities) the dietary records are unsatisfactory. Aside from the menus and the requisitions on the storeroom and on the purchasing agency no formal written records of any kind are kept as to dietary activities. At least the following data should be recorded:

(1) Number of meals served to employes and to patients.

(2) Cost of raw food per meal.

(3) Cost of raw food per serving.

(4) Weight of plate garbage.

In addition, the number of patients to be served should be regularly reported to the main kitchen before meals and the quantities to be sent to the wards should be based on the actual census and not, as at present, on the total bed capacity. Schedules of standard servings should also be used in estimating the quantities of food to be sent to the wards.

Visitors should not be permitted to take meals in the employes' dining room without specific permission of the dietitian. They might well be charged with the cost of their meals.

The dietary service would be improved, and more adequate control over the food service could be exercised, if a position of assistant dietitian were created. Such a position could probably be filled at an extremely low salary if it were set up on a training basis and a dietitian were recruited who was interested in securing experience with the serving of food on a large scale.

One or two steam kettles are needed in the main kitchen and double screened doors should be provided for the kitchen.

A steam table in the receiving building kitchen is not used except to warm dishes. A dish-warmer should be installed and the steam table should be transferred to some other state institution where it is needed.

Housekeeping Staff and Procedures:

Housekeeper: One of the few departures from the generally excellent administrative practices at the hospital is in the case of the linen supply. Linens are now marked by buildings, each building has its own supply, and the total stock of linens in use seems to be excessive. The responsibility for the linen supply is divided among three persons. New linens are issued from the storeroom under the direction of the dietitian. The control of the use of linens is the responsibility of the superintendent of nurses as to the wards and of the dietitian as to the dining rooms and the dormitories. The cleaning and routine supervision of the dormitories are also the responsibilities of the dietitian.

The laundry is operated as an entirely separate unit under the superintendent and there is evidence of a lack of coordination between the laundry service and the units where clean linens are used.

The situation is recognized by the hospital superintendent and a search has been in progress for some months to secure a qualified housekeeper who is a resident of the state. It is recommended that such a position be created and be filled as soon as possible. The duties of the position would involve the supervision of the following activities:

(1) The operation of the laundry and washing and finishing of all linens and clothing articles.

(2) The operation of the central linen room, including the storing, dispensing, and delivery of linens to the wards and other places of use.

(3) The repair of clothing and other textile articles.

(4) The cleaning and maintenance of all living quarters and other floor areas not otherwise assigned.

(5) The maintenance of discipline and the enforcement of the rules as to conduct in the living quarters for employes.

The housekeeper would direct the work of the laundry staff and the maid in the employes' dormitories.

It must be emphasized that domestic or housewife experience is not sufficient to qualify for the proposed position. Laundry and washing operations when properly conducted are highly technical. The routing, counting, checking, and control of linens requires able supervision. The cleaning of floors, walls, windows, furniture, and other fixtures of a number of large buildings involves an extensive knowledge of cleaning methods if it is to be done right.

It is, therefore, recommended that a housekeeper be secured who has had experience with the supervision of the several housekeeping activities in a hospital, in a large hotel, or similar experience. Academic courses in hotel administration would be desirable.

Central Linen Room: It is further recommended that a central linen room be established and that linens be not marked by wards or buildings. Under

this plan, flat work articles would be returned from the laundry to the central linen room and there be placed on the shelves. Each ward would then requisition to the housekeeper for its needs and the articles would be transmitted to them upon the approval of the housekeeper. The housekeeper would be responsible for checking the linen requisitions against the ward census reports and for controlling the quantities of linens used.

The clothing articles worn by patients would continue to be returned directly to them from the laundry. Employes' clothing would be returned to their residences.

However, the housekeeper should promulgate a schedule as to the number of articles to be laundered each week for patients and for employes and should check the laundry lists to see that the schedule was not exceeded. This is now done only for employes' clothing.

The linen articles should be counted out of the wards when soiled and the clean linens should be counted back into the central linen room from the laundry. These counts should be reconciled with the requisitions from the wards for clean articles and any losses that appear should be promptly investigated.

Housekeeping Records: The housekeeping records should provide for the following information:

(1) The total number of flat work articles in use (by means of a perpetual inventory).

(2) The number of pieces of clean linen used by each ward each day or week and the number of patients in each ward.

(3) The maximum quantity of clothing articles to be washed for patients and employes each week.

Laundry: When the laundry wash wheels were recently purchased, the thermometers and gauges were removed by the vendor in order to make a low bid. No formal washing schedules are in use and no titration is done. Most operations are by rule-of-thumb methods. The operation of a laundry under these conditions necessarily results in large expenditures due to excessive wear on linen articles and to the waste of power and supplies. Furthermore, the washing of infected linens without exact control over the water temperatures is dangerous.

Thermometers should be installed on the wash wheels, as well as a steam flow meter to record the volume of steam used, a hot water meter, and an electric meter. A cold water meter is probably not necessary since the water comes by gravity and no control over its use is necessary. Scales should be provided to weigh the work. A clock (or even better, several alarm clocks) should be available to time the breaks for the wash wheels.

When the metering and similar equipment is available, the records of the laundry should provide the following data:

(1) Number of pieces received daily.

(2) Weight of wash received daily.

(3) Quantities of water, steam, and electricity used.

(4) Quantities of detergents and other supplies used.

(5) Costs of laundering per piece and per pound.

Washing schedules for the several types of soils and of linens should be promulgated and should be posted on or near the wash wheels. These should cover for each type the number of breaks to be used, temperature of water, and quantities of supplies.

Titration equipment should be used to test the solutions.

Note: As a result of discussions incidental to the preparation of this report the superintendent is planning to requisition for the necessary laundry gauges and to send the laundry foreman to a commercial laundry for a period of instruction in scientific laundering methods.

Soiled employes' clothing is now sent to the laundry on Monday and the entire remaining work on Saturday. Clean linens are returned on Thursday.

This system is open to several objections. Since a week's supply of linens is in the laundry from Saturday to Thursday, the total stock of linens must be considerably larger than otherwise necessary. Furthermore, the present schedule overloads the laundry either with articles awaiting washing or with work in progress during part of the week and leaves it nearly idle for two days. Also, the load of work on any given day is badly balanced and while the washers are overloaded the mangle and presses are short of work.

It is therefore suggested that the several points from which soiled articles are collected be divided into six groups and that each group be assigned a day from Monday through Friday on which laundry is to be picked up. It should be possible, under this system, to complete the washing of each day's linens by the following morning. No soiled articles should be picked up on Saturday and linens should never remain in the laundry over the weekend.

The heavy equipment in the laundry now appears to be adequate, although the mangle, tumbler, and one press are old.

A locked storage space should be provided in the laundry for detergents and other supplies.

Plant Maintenance Staff and Procedures:

Plant Maintenance Organization: The plant maintenance activities are now directed by the foreman, with the exception of the carpenter work. It is recommended that the carpenter be made responsible to the foreman.

Heating Plant: The institution (with the exception of the receiving hospital which has a separate heating plant) is heated and steam is furnished for the laundry by two 150 h.p. fire-tube boilers, fired by gas. New burners are being installed under one boiler and a fire-box is being rebricked. New feed-water pumps and a vacuum return outfit have recently been installed. The water softener that has just been connected is expected to reduce the need for boiler compound and to rectify a scaling condition.

The steam and hot water lines are buried in poorly insulated tile pipes. The construction of tunnels to carry these pipes with proper insulation would undoubtedly pay for itself in a few heating seasons.

No stand-by firing equipment is now available in case of a gas supply failure. The plan to use wood fires in such an event is probably insufficient

protection and serious risks to the health of the patients might be incurred in case of a failure. Oil buring equipment should be installed under one boiler.

Water System: The hospital has two sources of water supply and two water systems. One is an eight-inch well (reduced to six inches) with a 100 gpm submerged pump which supplies a 50,000 gallon elevated tank. This tank is connected to the domestic water system and the one fire hydrant. The other source of water is a reservoir, fed by several springs, which is located some distance from the hospital. This water comes to the hospital by gravity and is used in the farm cottages and the laundry, and to sprinkle the lawns. This water is chlorinated.

The two systems are cross-connected through a 100 gpm centrifugal pump for fire purposes. Samples of both sources are regularly tested. Water softeners for the main supply and for the laundry have recently been installed.

Fine sand is pumped up with the water and causes considerable damage to fittings. The trouble is apparently due to the source of supply rather than to a defective casing. Consideration should be given to the installation of a settling basin.

Electric System: Electric current is brought to the institution by high-line from Warm Springs at 3,800 volts. There is only one meter for the entire institution, including the three phase, 220 volts, and 110 volts services.

Provision should be made to restrict the use of the well pump, auxiliaries, and other heavy electric equipment during peak load periods in order to reduce the electric demand charges.

The possibility of a break in the line from Warm Springs, as well as in the line to the point beyond Warm Springs where alternative sources of current are available should be considered. Some hazard seems to exist from the proximity of the line to buildings that might catch fire. An alternative source of supply would be a desirable precaution.

Plant Operating Records: Except that daily records of total gas consumption and of degree-days have recently been instituted, no operating records are now kept for any phases of the plant activities and meters and gauges are not available on which to base records. Efficient operation is impossible under these conditions.

Feed water and steam flow meters should be installed to record the total quantities of steam generated and the quantities of steam used by the laundry and the buildings. A water meter should be installed on the well and on the hot water lines to the laundry and to the rest of the institution, and sub-meters might be installed on the larger buildings. Electric sub-meters should be installed to cover severally the heating plant auxiliaries including the well pump, the laundry, and possibly certain of the larger buildings. Gas sub-meters should be installed to cover the boilers and the main kitchen.

These meters should be read periodically and the readings should be recorded in the plant operations log. Any evidences of excessive use or wastes of power should be reported to the superintendent.

Unit costs should also be computed from time to time and be compared as checks on the efficiency of boiler operation and similar activities.

Engineering Services: The present foreman is not a professional engineer and the only persons to whom technical engineering questions can be referred are the vendors of equipment and engineering contractors. These persons naturally are not disinterested.

It is recommended in the report on the insane asylum that a position of plant engineer be established on the institution staff and be filled by a qualified mechanical or heating plant engineer with experience in building maintenance work. It is further suggested that the plant engineer be available at the tuberculosis hospital when needed to act as engineering consultant and to represent the state's interests on engineering matters.

Fire Defenses: The fire defenses of the institution appear to be as good as the staff of the institution can make them. Fire drills of a realistic nature are regularly held and employes are assigned to definite fire stations. Two hose carts, a chemical cart, and a supply of hand extinguishers are available and the extinguishers are regularly refilled.

However, a survey conducted in about 1933 by the state fire marshal and the board of fire underwriters of the Pacific contained the following recommendations:

"(1) At the present time the water supply is of little or no value for fire fighting purposes. A water supply should be developed, sufficient in connection with the elevated storage to supply a fire demand of 750 gallons per minute for a five-hour period during the maximum consumption demand.

"If wells and pumps are selected to comply with the above recommendations, they should be in duplicate to insure reliable service.

"(2) Install a looped arrangement of not less than 6-inch pipe about the building group, together with sufficient standard double butt hydrants so that water streams from two hose lines not exceeding 300 feet in length can be concentrated on any one building from two separate hydrants.

"(3) At the present time, and considering the elevated storage tank in service if a new water supply is developed, the normal operating pressures are too low for effective fire protection, and should be augmented at an early date by a standard piece of automobile pumping equipment. The automobile unit to have a pump of not less than 500 gallons per minute capacity together with a body large enough to accommodate a booster tank hose body and provision for carrying ladders and other miscellaneous equipment.

"(4) A volunteer fire department should be organized among the employes, of five to ten members, a chief appointed from among them who will have charge of the fire equipment. Regular fire drills should be held so that each member will become familiar with all the equipment and thereby become more efficient.

"(5) A suitable house, centrally located, should be provided for housing the fire truck.

"(6) Not less than 1000 feet of 2½-inch hose should be kept on hand at all times. No hose should be kept for fire service that is over five years old.

"(7) Good fire hose should not be used for general work around the institution.

"(8) An approved hose drying rack should be provided.

"(9) Provide a float switch in the water tank, set at a level to maintain not less than 40,000 gallons of water in the tank at all times.

"(10) When replacing the present wood shingle roof on any building, use only an approved composition or other non-combustible roof covering.

"(11) A clearance of one inch should be maintained between all steam pipes and cumbustible material, woodwork, and the like.

"(12) Where additional electrical outlets are required, only an approved wiring method, not cord, to be used.

"(13) All buildings in which the knob and tube or open wiring methods are installed should be revised. The conduit method should be installed.

"(14) Approved convenience outlets should be installed in all buildings occupied by patients and employes, eliminating cord extensions now used.

"(15) All fuses should be carefully checked by a competent electrician, making certain that a fuse having a current rating that is not in excess of the safe allowable current carrying capacity of the wire it protects.

"Where the electrical load is such that the correct size fuse blows, the larger conductors should be installed.

"(16) No lighting circuit where medium based lamp holders are used should be protected by a fuse having a current rating in excess of 15 amperes.

"(17) Only an experienced electrician should be permitted to do electrical work around the institution, and all others instructed accordingly.

"(18) When purchasing fire extinguishers, only the $2\frac{1}{2}$-gallon size should be considered. A $2\frac{1}{2}$-gallon fire extinguisher should be installed in all buildings. In buildings not heated, an approved non-freezing type should be installed. All extinguishers should be recharged each year and a tag showing date of recharge attached.

"(19) If wax or polishing liquids are used, the polishing rags should be kept in metal containers, tightly closed, on a stand that will keep the container 12 inches above the floor and away from other combustible material.

"(20) The attendants in each building should be thoroughly trained in the use of first aid fire appliances, and fire extinguishers.

"(21) The motion picture projection room should be rebuilt and the specifications for a standard projection room closely adhered to

"(22) Approved fire doors for Class A locations should be installed on all communications between buildings of inferior types of construction, and all windows in masonry buildings to be protected by metal frame wire glass windows on the exposed sides.

"(23) We would urgently recommend that all future construction be fire-resistive throughout, and that all floor openings, elevators, and stairways be enclosed with brick or concrete doors on each floor.

"(24) All doors used for exit purposes in buildings, housing patients or employes should be equipped with panic bolt-type locks.

"(25) All metal smoke pipes connected to heating devices using coal or wood fuel should be replaced by a brick chimney."

Certain of these recommendations appear to have been carried out since the foregoing survey but a number have not. It is recommended that a new survey be requested of the board of underwriters and that the suggestions be fully complied with as far as funds will permit.

Office Staff and Procedures:

The present office staff comprises a bookkeeper and a secretary with two assistants. While the present arrangement is generally satisfactory, it would represent somewhat better organization if either the secretary or the bookkeeper were designated to have charge of all office activities.

Since the accounting procedures are to a considerable extent prescribed by agencies other than hospital, the subject is dealt with in other reports of this series.

Plant and Equipment:

There is undoubted need of additional bed capacity for tuberculosis patients in Montana. The 268 beds at the hospital are the only ones available in the state. On the basis of a need for one to one and a half beds per thousand population, 560 to 840 beds would be needed. This need is also shown by the waiting list at the hospital.

Several of the buildings at the hospital are obsolete and should be replaced as a part of any building program that is instituted.

The hospital has three telephone systems at present. All outside calls are charged as long distance toll calls. It is suggested that an engineering study be made to determine whether one or two systems would not suffice, and also whether the toll charges might not be reduced.

Receipts:

A state statute provides as follows:

"Every person who is declared, as herein provided, to be unable to pay for his or her care and treatment, shall be transported to and from the sanitarium at the expense of said local authorities, and cared for, treated and maintained therein at the expense of the county or municipality which would otherwise be chargeable with the support of such poor or indigent persons, and the expense of transportation, treatment, maintenance and actual cost of articles of clothing furnished by the sanitarium to such poor and indigent persons, shall be a county or town charge.

"At least once in each month the president of the sanitarium shall furnish the executive board and to the local authorities of each county, city or town, as the case may be, having charge of the relief of the poor, a list of all the free patients in the sanitarium that are credited each respective county, city or town, and who are shown by the statement of such local authorities to be unable to pay for their care, treatment and maintenance, under the provisions of section 1520 of this code. He shall accompany each such list with a bill of charges for care, treatment and maintenance at a rate not exceeding one dollar per day for each such free patient, together with items of expense of transportation, fee of the examining physician and the actual cost of articles of clothing furnished by the sanitarium to each such free patient."

The receipts from the counties for the care of patients as reported by the state auditor amounted in 1939-1940 to $86,619. In addition, $5,122.82 was received from the counties as reimbursement for purchases of clothing for patients.

The foregoing statute was passed in 1911. It seems clear that the intention of the legislature was that the counties should pay the full cost of operating the hospital but that a $1 maximum should be placed on the permissible operating expenses collectible from the counties.

However, the hospital operated in 1940 at a cost of $2.03 a patient day and the additional $1.03 was borne by the state. The current cost will probably exceed $2.25. Such increases are only to be expected with rising prices and the improvements in medical techniques.

The flat $1 limit is therefore inequitable and it is suggested that the legislature be asked to arrive at a fairer basis. A provision for dividing the cost of operating the hospital equally between the state and the counties might well be considered.

Expenditures:

Statement of Expenditures: The tabulation that follows, based on the 1941 legislative budget report, shows expenditures of the hospital for the fiscal year 1939-1940. The figures for 1940-1941 are not yet available. The appropriation for 1940-1941 is $115,000, in addition to the receipts.

It should be noted that, for clarity, the items have been partially regrouped so as to show all salary payments together.

OPERATING EXPENSES

	1939-1940
Salaries	
General administration:	
Superintendent	$ 5,000.04
Physicians and surgeons	4,785.00
Clerical employes	5,405.00
Nurses and attendants	28,789.99
Other employes	5.00
Physical plant:	
Foreman of plant	2,220.00
Engineers and firemen	3,522.65
Regular employes	3,889.27

	1939-1940	
Subsistence:		
Cooks, bakers, and kitchen help	$ 10,537.94	
Laundry employes	4,808.92	
Dining room employes	4,256.80	
Housekeepers and janitors	7,014.49	
Other regular employes	1,504.83	
Temporary employes	268.27	
Total salaries		$ 82,008.20
Other Operating Expenses:		
General administration:		
Postage	$ 296.65	
Telephone and telegraph	482.59	
Sundry office expense	526.76	
Travel	1.82	
Magazines and periodicals	87.47	
Religious services	240.00	
Industrial accident insurance	758.31	
Amusements and recreations	148.41	
Official bonds	9.10	
Farm:		
Stock feed	606.63	
Physical plant:		
Fuel (gas)	8,134.84	
Light and power	3,362.74	
Engine room supplies	24.00	
Janitor supplies	384.17	
Electrical supplies	42.97	
Freight, express, and drayage	66.52	
Gasoline	549.00	
Oils and greases	204.43	
Tires and other expenses	132.26	
Household equipment consumed	2,094.83	
Rent of land	30.00	
Insurance, autos and boilers	19.10	
General supplies and expenses	3,240.64	
Subsistence:		
Food		
Groceries	14,908.10	
Meat, poultry, and eggs	20,196.07	
Milk, cream, and butter	12,519.26	
Fruits and vegetables	4,955.04	
Drugs and medicines	1,399.69	
Hospital supplies	1,143.77	
Laundry supplies	205.38	
Other expenses	13.85	
Total other operating expenses		$ 76,784.40
TOTAL OPERATING EXPENSES		$ 158,756.60

CAPITAL OUTLAYS

	1939-1940	
General administration:		
Capital:		
Furniture and fixtures	$ 27.42	
Repairs and replacements:		
Scientific apparatus	1,167.46	
Physical plant:		
Capital:		
Land and land improvements	365.72	
New buildings	58,479.49	
Furniture and fixtures	10,418.62	
Machinery and appliances	14.95	
Hand tools and petty equipment	24.00	
Repairs and replacements:		
Buildings and attached fixtures	650.76	
Machinery and appliances	2,312.63	
Paint	288.58	
Furniture and fixtures	170.20	
Lumber	908.71	
Hospital and laboratory equipment	8.00	
TOTAL CAPITAL OUTLAYS		$ 74,836.54
GRAND TOTAL		$ 233,629.11

It should be noted that the foregoing tabulation includes both the cost of operating the small farm at the hospital and the value of the farm products consumed at the institution. The actual total of expenditures appears to be $230,182.41.

Unit Costs: The hospital operated during 1940 at a cost of $2.03 a patient day. This unit cost is higher than usual for this type of hospital, but it is believed that a full return in service is rendered the patients.

Bonds: On July 1, 1940, there were outstanding $196,000 worth of 4% serial bonds bearing the name of the hospital. These bonds represented the state's contribution to a PWA project for the original construction of certain of the present buildings. In addition to the expenditures shown in the foregoing tabulation, $10,100 was expended in 1939-1940 for maturities and interest on this bond issue.

Summary of Recommendations:

The recommendations expressed or implied in this report are summarized in the list that follows. It should be noted that in those cases where action by the legislative assembly in enacting laws or providing additional appropriations is required, it is specifically mentioned. Where no such mention is made, the recommendation can be carried out by executive action without legislative authorization.

As to Organization and Staff:

(1) If the present superintendent desires the governor should approve a recommendation

a. That one of the physicians be designated as chief physician to relieve the superintendent of the routine medical work.

b. That several employes now responsible directly to the superintendent be made responsible instead to one or another of the several supervisory employes.

(2) That a position of housekeeper be established to relieve the dietitian of ~~certain housekeeping duties and to~~ take charge of all housekeeping functions, if the same can be done within available funds.

As to the Medical and Nursing Staffs and Procedures:

(3) That part-time position of pathologist be created in cooperation with the State Asylum.

(4) That affiliations in tuberculosis nursing be entered into with the nursing schools in the state as soon as living quarters are available.

(5) That nursing utensils and supplies be kept in the main store room along with other supplies.

As to the Dietary Staff and Procedures:

(6) That visitors be charged with the cost of any meals served to them. The same order should be issued to all state institutions.

(7) That a number of records be kept relating to the preparation and service of food and be used to control the use of food and to prevent waste.

(8) That consideration be given to the establishment of a position of assistant dietitian on a training basis if funds are available.

(9) That an unused steam table be utilized by some other state institution.

As to Housekeeping Staff and Procedures:

(10) That a central linen room be instituted under the direction of the housekeeper; and that certain specified records and procedures be instituted to prevent losses of linens and the excessive use of clean articles.

(11) That the issuance of new linen articles be more strictly regulated and that the ward linen closets be not overstocked.

(12) That certain specified schedules and records be kept in the laundry as means of providing better washing and of preventing waste of water, steam, and electricity.

(13) That certain instruments and gauges be installed in the laundry.

As to Plant Maintenance Staff and Procedures:

(14) That certain indispensable meters and gauges be installed; that they be read and logged regularly; and that the log be used to prevent losses and waste of power and fuel wherever economies can be affected.

(15) That the pumping of sand in the water system be investigated.

(16) That when a plant engineer be secured for the insane asylum he act as a consultant for the tuberculosis sanitarium.

(17) That steps be taken to level out the peaks in electric current consumption in order to reduce the peak demand charges.

As to Other Matters:

(18) That an engineering study be made by the plant engineer and the telephone company as to possible improvements in the telephone system.

(19) That the standard hospital statistics be regularly computed and be reported to the superintendent and to the governor.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

MONTANA STATE INDUSTRIAL SCHOOL

(Report No. 31)

November 5, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

MONTANA STATE INDUSTRIAL SCHOOL

Introduction:

The Montana state industrial school is located at Miles City. The institution was established, under the name of Montana state reform school, by a statute enacted in 1893.

The buildings of the industrial school are a large dormitory building, three cottages for boys, an administration building known as the "main hall," a hospital building, a gymnasium, a heating plant building, a dairy barn, and other structures. The buildings, with the exception of one new cottage, are in poor condition.

The inmate population is divided into five "companies," designated by the first five letters of the alphabet. Companies A and B occupy the two floors used for dormitories in the largest dormitory building. The other three companies occupy the three cottages. One cottage is an "honor cottage" to which older boys with good conduct records are assigned as a reward. The other four companies are classified by chronological age.

The tabulation that follows shows certain statistics as to the school for the fiscal year 1940-1941.

Average population	135
Admitted	53
Readmitted	38
Paroled	66
Otherwise discharged	45
Escaped	3

Commitment and Discharge Policies and Procedures:

Present Commitment and Discharge Policies and Procedures: The state statutes provide as follows with regard to the admission of inmates:

"Said school shall be for the keeping and reformatory training of all youths between the ages of eight and twenty-one years who are residents of the state of Montana and who have been regularly committed to said school by a duly authorized court. Such youths shall be presented to the presiding officer of said school by an accompanying officer, parent, or guardian, who shall likewise exhibit a certificate of commitment from the court ordering same." (RC Section 12,494)

"Whenever any boy or girl under the age of eighteen years has been sentenced by any court of competent jurisdiction to imprisonment in the state's prison, it shall be lawful for the governor, by and with the approval of the board of pardons, upon the application of such boy, his parent or guardian, to commute the punishment by substituting therefor the commitment of such boy to the Montana state reform school, during the minority of such boy, unless sooner discharged by the board of trustees, under the regulations as herein provided..." (RC Section 12,507)

"No boy or girl shall be committed to said school who is not of sound intellect, free from cutaneous or other contagious disease, or who is subject to epileptic or other fits, and he or she must be possessed of that degree of bodily health which would render him or her a fit subject for the discipline of such school.

"And it shall be the duty of the court or judge committing any such boy or girl, to cause him or her to be examined by a reputable licensed physician, who shall certify to the above facts, which certificate shall be forwarded to said reformschool with the commitment..." (RC Section 12,503)

"The judge shall certify in the warrant the place where the boy or girl resided at the time of his or her arrest; also his or her age, as nearly as can be ascertained, and command such officer to take such boy or girl and deliver him or her without delay to the director of said school, or other person in charge thereof, at the place where the same is located, and the showing of such certificate for the purposes of this act shall be conclusive evidence of his or her residence or age; accompanying this warrant the judge shall transmit by the officer executing it, a statement of the nature of the complaint to the president, together with such other particulars concerning the boy or girl as the judge is able to ascertain; provided, that the expense of committing such boy or girl to the said state reform school, of the returning of him or her to his or her parent or guardian after his or her release therefrom, shall be at the expense of the county from which such boy or girl is committed." (RC Section 12,504)

The "state reform school" referred to in the foregoing statute is the predecessor of the present institution and by the terms of a statute changing the name of the school the law appears to apply also to the present school. Provision has been made, since the enactment of the original statutes, for a separate vocational school for girls. Consequently the references to girls may, for all practical purposes, be regarded as inoperative.

The statutes provide with regard to the discharge of inmates as follows:

"Each boy or girl committed to the state reform school shall remain there until he or she arrives at the age of twenty-one years, unless paroled, or legally discharged..." (RC Section 12,506)

"...The board shall further investigate any and all charges made by the president against any inmate or inmates of the school, and if, after the investigation of such charges, any inmate or inmates of such school shall be found incorrigible, unmanageable, or detrimental to the best interest of the school, such inmate or inmates, as the case may be, may be returned to the court which made the commitment. The board, upon ordering the return of any inmate or inmates to the court which made the commitment or commitments, shall immediately forward to the judge of the district court a certificate setting forth the proceedings of the board in investigating such charges, and setting forth fully their reasons for so returning such inmate or inmates to the said judge or court. The court or judge to whom such inmate or inmates of such school may be returned may thereupon take such proceedings as the judge thereof may deem advisable, and may impose such penalty as provided by law for the offense for which such boy or girl has been in the reform school; provided, that the time such boy or girl has been in the reform school under such commitment shall not be considered in imposing such penalty; and provided further, that such boy or girl shall not be by the court or judge thereof returned to the reform school." (RC Section 12,497)

The revocation of any commutation of a sentence which resulted in the transfer of a boy from the prison to the industrial school is authorized in the following terms:

"...But should such boy, after being sent to such reform school, persist in a depraved course, or escape therefrom, it shall be in the power of the governor, by and with the approval of the board of pardons, to revoke such commutation, and remand him to the state's prison

to serve out his unexpired term, and the time so spent by him at the reform school, or while a refugee therefrom, shall not be considered as a part of his original term of commitment." (RC Section 12,507)

"The board of trustees may at any time, if a boy or girl has been in the Montana state industrial school for a period of one year, discharge or release such boy or girl on trial or parole, but in all cases where a boy or girl is released on trial or parole, he or she must, at stated intervals, report on his or her conduct to the president, and present certificates of good behavior; whereupon his or her leave may be extended, or the said board of trustees by unanimous vote may grant him or her a full and unconditional pardon and order him or her finally released. It shall be the duty of the president to recall any boy or girl who might not be conducting himself or herself properly, or any boy or girl who may not have a suitable home." (RC Section 12,508)

The boys are now ordinarily brought to the school by the sheriffs of the several counties, and the provisions of law permitting them to be brought by a "parent or guardian" is seldom if ever utilized.

The provisions by which boys may be remanded to the state prison and by which they may be returned to the courts as incorrigible for resentencing (under which provision many boys would be sentenced to the prison) are almost never used.

A parole officer is now employed who is responsible for the placement of boys eligible for parole and the supervision of parolees.

Suggestions as to Commitment and Discharge Policies and Procedures: The statutes and the present procedures relating to admission and discharge are reasonably satisfactory, but could be improved in certain respects.

The present practice by which boys are brought to the institution by the sheriffs is undesirable in that it involves the handling of children by persons accustomed to dealing with hardened criminals. It is suggested that an arrangement be made with the several counties and committing judges to have boys brought to the school by one of the school's staff. There were only 53 admissions during the year 1940-1941 and the time required would not be excessive.

A state statute provides that the expenses of bringing boys to the school shall be borne by the counties. The suggested arrangement could include a provision for the counties to reimburse the state for the traveling expenses of the officer assigned to bring boys to the school. These expenses, of course, need be no greater than those of the sheriffs.

The foregoing arrangement appears to be authorized by the existing statutes, and no statutory changes would be necessary provided the cooperation of the counties could be secured.

It is also suggested that the responsibility for making pre-parole and placement investigations and for parole supervision be transferred from the industrial school to the department of public welfare. The school is the only state institution that employs a parole officer or other type of social worker. The responsibility of such other institutions as the prison, training school, and hospitals ends when the inmates leave. There is no reason why an exception should be made in the case of the industrial school. Furthermore, the welfare department has available a staff trained in social case work and in securing social data, and has local offices distributed over the state and readily available in each community. It is therefore believed that better service at no greater - and possibly less - cost to the state should result from the change.

The placement of boys outside the school and their supervision on parole is an important part of their rehabilitation and close coordination between the work of the school and of the welfare department would be essential under the proposed arrangements. It is therefore suggested that an official of the welfare department in the state office in Helena be specifically designated to take charge of the juvenile delinquent placement and parole activities throughout the state. The work could probably be handled by one of the present supervisory staff, preferably the director of child welfare services. The statutory provisions requiring parolees to report to the president of the school could continue to be complied with until such time as the law is amended to relieve the school of all responsibility with regard to parolees.

It is also suggested that, wherever possible without excessive additional expense the case workers having supervision of parolees be enabled to visit the school periodically and to interview the boys who are later on to be released into their custody.

The foregoing transfer of functions would result in savings to the industrial school of the salary and traveling expenses of the parole officer, and in roughly corresponding increases in the expenses of the welfare department. It may be possible for the latter agency to absorb the increased costs with its present appropriations, or it may be necessary to await legislative action to adjust the two appropriations.

The present policy of the school of retaining all boys commited by the judges is not sound. There are apparently a few boys who are incorrigible and cannot be rehabilitated. The presence of these boys in the school is detrimental to the rest of the inmate population both through their direct influence and through increasing the difficulty of operating the institution as

a school and not a prison. It is, therefore, recommended that use be made of the present statutes to transfer to the state prison boys who, after a period of observation and study, are found to be incorrigible.

According to the data supplied by the school, mental tests were made of 174 boys between 1938 and 1941. One was found with an intelligence quotient under 50 and 36 were found with quotients between 51 and 74. Most of these boys cannot participate to advantage in the regular educational and vocational programs of the institution and should have special treatment. Their presence in the school is a handicap to the other pupils.

It is recommended that the names of all such boys be referred to the courts for commitment to the state training school, the institution that is equipped to care for mental deficients. This can be done under present provisions of law.

Similar action should be taken for the transfer to the insane asylum of any boys who are found to be psychotic.

Certain corrections in the present statutes should be made. The references to girls as inmates should be stricken, since the school no longer admits females. The specific requirements as to the health of inmates are medically naive and specific provisions on this subject do not belong in the statutes. Psychotic, mentally deficient, and tuberculous boys should be specifically excluded (since state institutions to care for persons suffering from these conditions are specifically created by law) and the president of the school should be empowered to make such other rules as to the health of boys to be committed as may be necessary.

The provision by which the president may bring charges against a boy before the local board is undesirable and should be repealed.

Present Organization and Staff:

Statutory Provisions for Administrative Control: The state statutes relating to the administrative organization of the school provide as follows:

"The general control and supervision of the...state industrial school...are vested in the state board of education." (RC Section 841)

"There shall be an executive board, consisting of three members, for each of said institutions named in the preceding section, two of whom shall be appointed by the governor, by and with the advice and consent of the state board of education and the president of such institution shall be ex-officio member of said board. At least two of said members shall reside in the county where such institution is located. Said executive board shall have such immediate direction and control, other than financial, of the affairs of such institution as may be conferred on such board by the state board of education, subject always to the supervision and control of said state board." (RC Section 842)

"The state board of education shall employ a president and matron of the Montana state industrial school. It shall be the duty of said president to take charge of the school, and he shall also have immediate control of the male department of said school, and the matron shall have immediate control of the female department of the school; and the local executive board shall also appoint such other officers and teachers as may be necessary for the management of the school."

"The president shall be present, at all meetings of the local executive board after his appointment and qualification and shall there confer with the state board of education regarding the management and interests of the school, and shall have entire supervision of the school, subject, however, to the control of said board, and shall hold his office during the pleasure of the said state board of education."

"Said reform school shall consist of two departments, one for the male and one for the female inmates, and the two departments shall be entirely separated. The matron shall be directly accountable to the director for the management of the female department of the school."

The foregoing provisions fail to distinguish clearly the powers and duties of the two boards and make it difficult to determine who is responsible for administering the school. Furthermore, no "female department" now exists and none is needed and there is no "matron" in the sense intended and no "director." The law should be amended to conform with the facts.

List of Positions: The schematic list that follows shows the staff of the school. Assignments to care for boys in the several "companies" are indicated either in the titles or after them.

Title of Position	Monthly Rate of Pay
President	$250 M
Parole agent (company C)	150 M
Secretary	140 M
Carpenter Instructor	120 lm
Farmer	120 M
Detail officer, teacher, athletic director, instructor of military drill (relief company B)	110 M
Dairyman	100 M
Superintendent of schools (ten months)	100 M
School teacher (company D)	100 M
Company B supervisor and gardner	100 M
Shoe shop instructor (relief company E)	100 M
Boys' cook	100 M
Engineer	100 M
Company D supervisor and school teacher (vacant)	90 M
Junior high school instructor and assistant athletic director (relief company D)	90 M
Laundryman (relief company A)	85 M
Tailor shop instructress	85 M
Company C supervisor and lawns	80 M
Company A supervisor	80 M
Print shop instructor and company E supervisor	85 M
School teacher (company D)	75 M
Assistant secretary and stenographer	65 M
Assistant supervisor and instructor (company E)	60 M
Officers' kitchen matron	60 M
Teamster	60 M
Dining room officer	45 M
Main hall matron	45 M
Company D matron (vacant)	45 *
Supervisor, creamery and poultry	45 M
Housekeeper (president's residence; vacant)	40 M
Company C matron	40 M
Auto shop instructor (vacant)	33.33 *
Matron - D and E cottages and relief teacher	30 M
Night watchman (2)	- M

M - Full maintenance
lm - One meal
* - Allowances in kind not reported

The organization and staff of the school as indicated in the foregoing list are defective in a great many respects. The major defects are discussed in the paragraphs that follow. It should be noted that in the course of the discussion no account is taken of the four vacancies as supervisor, matron, auto instructor, and housekeeper at the president's residence since apparently these positions will be abolished.

Lack of Internal Organization: The staff is entirely unorganized in that every employe reports directly to the president of the school. A possible exception is the superintendent of schools, who apparently supervises the teachers as to their academic duties on a restricted basis. This situation makes good management impossible since no one person can effectively supervisor 30 employes.

Well-qualified supervisory employes, with adequate salaries and recognized authority, are needed to direct the other employes and the working details of inmates in the several specialized activities. There should be supervisors to direct the housekeeping activities and cottage and dormitory discipline· vocational training; farm operations; and plant maintenance and repair work. Furthermore, each of these activities should be consolidated under the direction of one person.

Overstaffing: The present size of the school staff is much too large in relation to the number of boys or the need for training. The staff is, however, poorly planned and assigned and is clearly too large on the basis of the training that is now given.

A major reason for this condition is the failure of the school to utilize the company supervisors as vocational instructors and foremen of working parties during the day, while at the same time employing persons to do this work who have no duties in the cottages or dormitories. It is accepted practice in schools of this type for the married supervisors and matrons to sleep in the quarters and be responsible for discipline at night; to get the boys up and dressed in the morning; to supervise the same or different boys during the day on various vocational and working assignments; and to put the company to bed at night. While this practice is now followed to some extent it could be very much extended.

Another reason for the overstaffing is the existence of several positions that are superfluous. A "main hall matron" has charge of the cleaning of the offices and sleeping quarters in the main hall (but not in the dining room and kitchen of that building). This work could easily be supervised by the matron of one of the nearby cottages. A "supervisor, creamery and poultry" supervises a small detail of boys in creamery operations and the raising of poultry. This work could well be done under the supervision of the dairyman and farmer.

Two kitchens and dining rooms are operated by the school, one for employes in the main hall and the other for boys in the dormitory building. These kitchens and dining rooms are staffed with three employes. If the separate kitchen and dining room for officers were closed, as is suggested elsewhere in this report, one of these positions would be superfluous.

Assignments: The schedule of assignments of employes having charge of the companies in the several dormitories and cottages is illogical and largely haphazard. This work involves the maintenance of discipline, the teaching of manners and good behavior, and the supervision of the cleaning and keeping in order of the quarters. It is one of the most important activities at this type of school.

Two of the cottages now have married couples assigned to do the work, and this is a desirable arrangement. However, the two dormitories occupied by companies A and B are supervised by men and do not, as they should, have matrons in charge of the domestic work. A matron has charge of cottages D and E although cottage D has another matron, who with her husband is assigned there. This duplication is undesirable.

Furthermore, the necessary bi-weekly relief of the regular company supervisors is provided by designating employes such as the laundryman and the shoe shop instructor to relieve supervisors in designated cottages. This is not a good arrangement and it would be better to have a married couple with the duty of relieving the cottage and dormitory supervisors in rotation.

Salaries and Qualifications: The present salaries bear little or no relation to the duties and responsibilities of the positions. Furthermore, in about half the cases the pay is wholly inadequate to secure persons able to do the work itself, much less to supervise and instruct a group of boys in the work. As a result, there is wide-spread evidence that a number of the employes are poorly qualified.

Nursing Work: The wife of the president, who is stated to be a graduate nurse, nurses boys who are ill without pay on a part-time basis. At the same time, it is reported that one of the matrons employed by the school, who is also a graduate nurse, refuses to do this work unless she is paid the rate prevailing in Miles City for private duty nursing by the day.

Proposed Organization and Staff:

The schematic list that follows shows the proposed organization and staff of the school. The indentations indicate lines of authority and there would thus be only seven persons reporting directly to the president. The salaries shown are either those now paid for the same or analogous positions at the school or those believed to be fair in view of the duties and responsibilities and believed to be necessary to secure qualified incumbents. The numbers in the left margin identify certain notes and comments that follow the tabulation.

	Title of Position	Monthly Rate of Pay
1)	President	$250 M
2)	Plant and equipment superintendent	150 M
3)	Laundry foreman	125 M
4)	Secretary	140 M
5)	Stenographer	65 M
6)	Farm superintendent	150 M
7)	Dairyman	100 M
8)	Teamster	60 M
9)	Vocational training supervisor (Housefathers and housemothers in charge of working details during the day as assigned.)	175 M
10)	Superintendent of schools (10 months)	100 M
11)	Teacher	100 M
12)	Teacher	90 M
13)	Teacher	75 M
14)	House superintendent (supervision and relief)	150 M
15)	Housefather (company A)	100 M
16)	Housefather (company B)	100 M
17)	Housefather (company C)	100 M
18)	Housefather (company D)	100 M
19)	Housefather (company E)	100 M
20)	Housemother (relief)	50 M
21)	Housemother (company A)	50 M
22)	Housemother (company B)	50 M
23)	Housemother (company C)	50 M
24)	Housemother (company D)	50 M
25)	Housemother (company E)	50 M
26)	Chief cook (kitchen and dining room)	90 M
27)	Dining room supervisor	40 M

M - Full maintenance

The total payroll for the foregoing staff (excluding the value of maintenance allowances) would be $2,600 a month. This is the same as the average cash expenditures for personal services in 1940-1941. While the recommendations thus involve no direct economies, it is believed that many indirect economies in terms of the prevention of waste would result and it seems certain that better services would be rendered.

The details of the plan are discussed in the paragraphs that follow. The numbers refer to the foregoing schematic list.

1) The president would continue to have complete authority over the affairs of the school.

2) The plant and equipment superintendent would be responsible for the maintenance and repair of all the buildings, machinery, and equipment. He would direct a group of boys in the work and would instruct them in the several building trades. A person with good knowledge of the building trades and a high degree of ability to handle boys is essential for the position. The present "engineer" apparently does not meet the second requirement and does not work a detail of boys. The suggested salary should make it possible to secure a qualified superintendent.

3) The position of laundry foreman is suggested to be established at a cash salary of $125, in comparison to the $85 now paid the laundryman. It is believed that a foreman with experience in laundry operations could more than save the difference in terms of conserving linens, supplies, and power.

6) The farm superintendent would be in charge of all farm, dairy, poultry raising, and grounds keeping. He might also teach animal husbandry or other agricultural subjects.

8) The vocational training supervisor would be responsible for planning the vocational training program and for integrating it with employment opportunities. He could direct the several housefathers and housemothers in the handling of details of boys outside their cottages and would assign the boys to the several activities on the basis of their abilities and interests.

9) The superintendent of schools would direct all the academic teaching activities.

10) The house superintendent would have charge of the work of the five housefathers and their wives in the care of the several cottages and dormitories and of the chief cook in operating the kitchen and dining rooms. He would thus relieve the president of many of the routine details of cottage operations.

In addition, the house superintendent and his wife (who would fill the position of relief housemother) would relieve, in rotation, the five other couples as to the care of the boys in the cottages when they are off duty.

14-24) The five dormitories and cottages would be supervised by five housefather and housemothers, who would be married couples assigned to living quarters in their respective cottages or dormitories. While there are some recognized objections to the employment of couples, this arrangement is believed to be the best for juvenile delinquent institutions.

It should be noted that the housefathers would need to be able to teach such vocations as might be established as part of the training curriculum and to supervise recreational activities, under the direction of the vocational training supervisor. This raises a difficult problem of recruitment but other institutions have found the plan entirely practical.

It is probable that one of the housemothers could, in addition to her other duties, act as nurse for the institution. She might well be assigned to one of the smaller and more easily managed cottages in order to leave her time for nursing but no additional pay should be given. If this cannot be done provision should be made to employ a nurse part time as needed. (The wife of the president might be employed in the position.)

26-27) A chief cook would be in charge of the single main kitchen and the two dining rooms served from it. The dining room supervisor would have immediate charge, under the chief cook, of the setting up of the tables and the service of food in the dining rooms.

Attention is called to the fact that, although at present a number of employes are engaged, incidentally, in instructing the boys in various occupations and in directing recreational activities the full-time equivalent is only about six or eight positions. Under the proposed staff set-up, the vocational training supervisor and the five housefathers would be available during the entire day for this work and the five housemothers would be available part time after they had supervised the putting in order of the dormitories and cottages. The house superintendent and the relief housemother might also be able to supervise working details part time. Provision should also be made for assigning boys to plant repair work under the supervision of a plant and equipment superintendent to the kitchen, to the laundry, and to the farm and dairy for instruction by the heads of those units. The combination of these arrangements would provide an adequate staff for vocational training.

Rehabilitative and Educational Program:

Vocational Training: The working assignments of the boys detailed to morning duties, for a recent typical day, were as follows:

Assignments	Number of Boys
Farming	4
Dairy	7
Carpentry	6
Tailoring	9
Shoe work	2
Printing	2
Laundry	7
Kitchens	6
Dining room	6
House work	4
Miscellaneous	21
Total	74

The present vocational program is deficient in the following respects:

(1) The farm operations are not mechanized and there is little or no opportunity for the boys to learn the handling of power equipment.

(2) The shoe shop is inadequately equipped (shoes are nailed and not sewn) with a similar result. Furthermore, shoe repair work is so commonly taught in prisons that the teaching of this trade is of doubtful wisdom because of the undesirable contacts that may result after the boys leave the school.

(3) The type in the print shop is set by hand and the training is thus largely out of date.

(4) The laundry is so poorly equipped as to be nearly useless for training. (This lack of equipment is discussed elsewhere in this report.)

(5) There are no opportunities for effective training in such trades as machinist, auto repairing, electricity, plumbing and steam fitting, painting, steam boiler operation, and welding.

(6) Except for the sale of some canned goods to other state institutions, there is no state-use system to provide outlets for goods that are made at the school.

With the appointment of a qualified vocational training supervisor, it is recommended that the entire program be reconstituted, and that an effort be made to give adequate vocational training. It is fully realized that a complete vocational training plan would necessitate considerable outlays for equipment, machinery, and quarters and that such sums are probably not available. However, it is believed that even with the money now available a great deal more can be done than is now attempted. It should be possible to give instruction in a number of the skilled trades in the course of maintaining the plant and equipment of the institution. Other fields of training considerably more valuable than some of those now being taught should also present themselves.

In establishing any new vocational program, it is suggested that the state employment service be consulted as to occupations for which there is demand. Also the names of boys shortly to be eligible for parole should be listed with the employment service.

It is further recommended that the assistance be secured of the consultants on the staff of the state superintendent of education in planning the vocational and academic educational program.

Educational Records: Tests to ascertain their intelligence quotients are now given to most of the boys during their stay in the school. However, such tests should be given as a routine procedure shortly after admission and all boys should be retested once a year.

In addition to the IQ tests, vocational aptitude, performance, and similar tests should be given and the results should be used in assigning boys to the several working details.

Discipline: The discipline does not appear to be good. Although there were only three escapes in 1940-1941, there were 12 in the previous year, which indicates discontent. A more serious indication is the fact that it is reported to be impossible at present to secure the completion of tasks assigned to working parties unless a paid employe is constantly present.

The chief remedies for this condition are the employment of qualified persons, the setting up of a properly organized staff, and the establishment of an effective vocational training program, as discussed elsewhere in this report. However, several other steps can be taken to improve the disciplinary situation.

It is suggested than an inmate organization be established, in the nature of a school council, to advise the president in matters of direct and proper interest to the boys. Such a plan has been carried out with great success at the girls' vocational school and is thoroughly sound.

It is suggested that regular reports be required from all employes having supervision of boys as to the conduct of the boys assigned. These reports would be in addition to the present reports of misconduct and should include specific ratings of behavior, attitude, diligence, intelligence, leadership, and similar matters. These reports would not only have direct value in recording the progress of individual boys but they would serve to call the attention of the employes to the importance of evaluating the behavior and character of the inmates assigned to them.

It is suggested that a classification committee be established, with certain designated supervisory employes as members, to consider the conduct reports and to advise and consult with the president on disciplinary matters and on the assignments and classification of inmates. Such a committee would be of great value.

It is also suggested that the peep-holes in certain of the dormitory doors be eliminated. The use of such devices is entirely inappropriate to a school and does more harm than good.

Medical Care:

A clinic in Miles City is now paid $150 a month to give all types of medical care except hospitalization. The boys are generally hospitalized at the school except for surgical cases, which are sent to a local hospital.

While the arrangement with the clinic is desirable, the flat-rate charge is unfair in that the pay is not in proportion to the services rendered and it is to the pecuniary interests of the clinic to reduce the work done to a minimum. It is suggested that negotiations be entered into with the clinic to institute a blanket contract for all the medical work of the institution similar to the present arrangement, but with provision for the making of payments (possibly above a fixed minimum) on the basis of the number and kind of diagnostic procedures done, calls made, and treatments given.

Physical examinations are not now regularly repeated. They should be given to all the boys once a year. These reexaminations should include adequate checks for tuberculous conditions.

It is suggested that, to minimize the spread of respiratory infections, the beds in the dormitories be turned head to foot.

Dietary Matters:

The school now operates two kitchens and three dining rooms. A small kitchen and a dining room are located in the main hall and are used for employes. The other kitchen and the two dining rooms are located in the dormitory building and are used for the boys. The food store rooms, vegetable room, and other dietary facilities are adjacent to the second group.

It is recommended that the present kitchen and dining room in the main hall be closed for the following reasons:

(1) Three paid employes are required to operate the two units while only two would be needed to run the one kitchen and the two adjacent dining rooms.

(2) It is expensive to have food prepared in two places, and waste results in terms of food supplies, heat and power, and equipment costs.

(3) The provision of special meals for employes in separate facilities is disciminatory and detrimental to morale among the boys.

Under the proposed arrangement, all food preparation would be done in the one main kitchen. The employes would be served in the smaller of the two dining rooms and the boys in the larger. It would probably be necessary to have two sittings for the boys, since the dining room will not now accommodate all 120. However, this should be easily cared for by having the boys who work in the morning assigned to the first sitting and those who go to school in the morning assigned to the second sitting.

It is also recommended that the same menus be served to employes and to the boys. This is an economy measure where the food can be prepared in one place and it is also a measure to prevent discrimination in the quality of food served.

It is further recommended that the menus be periodically reviewed by a physician, as a means of insuring their balance and caloric adequacy.

The present raw food cost is about 14 cents to 15 cents a meal, which is excessive in view of the quality of food served.

No pasteurizing equipment is now available and it is recommended that it be purchased when funds are available.

In 1940-1941 cream and butter to the value of $1,342.83 were sold to the public by the school. It is recommended that this practice be abandoned and that these supplies be used to feed the inmates.

The flies in the kitchens should be eliminated as a menace to health.

Laundry:

The laundry has two wooden wash wheels, a mangle, an extractor, a tumbler, and a press. All this equipment is in an advanced state of obsolescence and disrepair. No hand ironing is done and most of the clothing articles are only rough dried. It is said that the wear on sheets and other linens through laundering is heavy, as is to be expected with the present equipment.

It is recommended that thermometers be installed on the wash wheels, that a clock be secured to time the washes, and that a titration set be purchased to test the water. Scales should also be provided to weigh the laundry work done and the supplies used. A hot water meter to record the quantities of water used would also be desirable, although it is not essential.

When these devices are available, washing formulas should be promulgated in writing for the use of the laundry and should be strictly followed. The articles washed should be counted and weighed and records should be kept showing both the total poundage and pieces washed and the unit costs of the operations.

Consideration should be given to the purchase of a few hand irons and to the assignment of a few boys to ironing. The use of unfinished clothing articles is scarcely conducive to comfort or satisfaction.

Plant and Equipment:

Plant Records: There are no instruments in the boiler room to record the quantities of steam generated or of fuel used. There is a gas meter, but it records only the total gas used in the entire institution. There are three separately metered electric circuits, but the meters are not read by the engineer or otherwise used to control consumption. The water system also is not metered.

It is recommended that the steam flow, feed water, domestic water, and gas meters necessary to the keeping of adequate records be installed and that the present electric meters be regularly read. The readings should be entered in a standard plant operations log and the data should be used to compile unit costs. These unit costs should then be used to detect waste and to control the usage of steam, water, gas, and electricity.

A schedule should be promulgated governing the times of operation of the several pieces of heavy electric equipment, in order to reduce the demand charges.

Fire Defenses: The fire defenses of the school include a water pump reported to be of 40 g.p.m. capacity, connected to five deep wells. Some of these wells provide only a small flow. The pump supplies a 75,000 gallon tank, with elevation only sufficient to produce a head of 40 pounds. Hydrants are located about the grounds and are connected to the domestic water supply. The water system comprises dead-end lines and not a belt system.

The school has some fire-hose carts. The buildings are equipped with outside fire escapes.

The following recommendations are made with regard to the fire defenses of the school. None involves any substantial expense.

(1) That realistic fire drills be held regularly involving the actual removal of boys from the buildings.

(2) That employes be assigned to definitely designated posts of duty in case of fire and be periodically drilled at these posts.

(3) That steps be taken to ascertain whether, through the use of a stand-by steam pump that is available and the installation of a cut-off valve for the overhead tank, both the volume and the pressure of water available for fire fighting cannot be increased.

(4) That provision be made, through the laying of a surface "dry" line, the purchase of additional hose, or other means, to protect the dairy barn against fire. It cannot now be reached with the existing hose.

The board of fire underwriters of the Pacific made the following recommendations as the result of a survey of the fire defenses of the school:

"A water supply, sufficient in connection with the elevated storage to supply a fire demand of not less than 500 gallons per minute, for a five-hour period during maximum consumption demand should be developed. If wells and pumps are selected to comply with this recommendation, they should be in duplicate to assure reliable service.

"A circulating system connected to the city water mains of sufficient capacity to assure the required fire flow would be satisfactory.

"A looped arrangement of a 6-inch pipe about the building group, together with sufficient hydrants so that at least two fire streams can be concentrated on any one building from separate hydrants and requiring not more than 300 feet of hose per line should be installed.

"All underground piping and hydrants should comply with the requirements of the national Board for outside protection.

"A volunteer fire department should be organized among the employes of five to ten members, a chief appointed from among them who will have charge of the fire fighting equipment and direct work in the event of fire.

"Regular drills of the fire department should be held so that each member of the department will become familiar with the equipment on hand and become more efficient.

"Not less than 1000 feet of 2½-inch fire hose should be kept on hand at all times. No hose should be kept for fire service that is over 5 years old.

"A float switch in the water tank, set at a level to maintain not less than 65,000 gallons of water in the tank at all times if an additional water supply is developed and a connection to the city water main not provided.

"Approved fire extinguishers of the 2½-gallon size or larger should be installed in each building. One unit (2½-gallon size or larger) for each 2500 square feet or fraction of floor area and no part on the floor a greater distance than 50 feet from a fire extinguisher in brick wood joisted buildings or frame buildings and one 2½-gallon or larger size for each 5000 square feet of floor area in building of fire resistive construction, and no point on the floor a greater distance than 100 feet from a fire extinguisher. Fire extinguishers installed in buildings not heated should be of the non-freezing type.

"All employees, officers, and others should be thoroughly instructed in the use of first aid fire appliances, fire extinguishers, and fire hose when attached to standpipes in buildings.

"All fire hose attached to standpipes should be in good condition. All broken hose should be replaced with new hose.

"When necessary to replace the wood shingle roof on any building, only approved composition or other non-combustible material should be used.

"A clearance of not less than one inch should be maintained between all steam pipes and combustible material, woodwork, and the like.

"All polishing cloths and dust rags should be kept in tightly closed metal containers on stands that will maintain a clearance of not less than 12 inches from combustible material.

"All paints and varnish should be kept in the original containers and in metal cabinets properly vented.

"An approved motion picture projection room should be provided, having automatic shutters on all openings and properly vented to the outside air. The ventilating ducts in all buildings should pass through and not terminate in the attic space.

"All buildings now wired for use of electricity and employing the knob and tube or open wiring methods should be completely rewired and the conduit or surface metal raceway methods used.

"All electric services (entrances) to be of ample size to properly handle the connected loads.

"All fuses in the buildings should be carefully checked by an electrician to see that only fuses of correct current rating for wire they protect are used.

"All reinforced fuses (plugged) should be replaced by new fuses. When additional electrical outlets are necessary only an approved wiring method should be used. Only fuses having a current rating of 15 amperes or less should be used to protect lighting circuits.

"The intervening space between buildings is important in event of a fire, if possible a clear space 100 feet or more between frame buildings should be maintained.

"The electrical circuit operating the screens over windows or exits to the fire escapes should be a special circuit and run in conduit."

It is recommended that these changes be made so far as available funds will permit.

Other Plant and Equipment Matters: It is recommended that the assistance of the highway commission be secured in the maintenance and repair of roads about the institution.

Consideration should be given to the establishment of admitting quarters for the school, which are not now available. It is probable that such quarters could be provided by remodeling existing structures, although new construction might be necessary. Consideration should also be given to replacing the antiquated dormitory building, which is in extreme disrepair, with two modern cottages.

The metal heating plant chimney, which is now an eyesore from rust and will deteriorate, should be painted when funds are available.

Appropriations, Receipts, and Expenditures:

The appropriations for the industrial school amount to $57,000 for each year of the current biennium. The appropriation for 1940-1941 was $55,000.

The receipts for the year 1940-1941, as shown in the annual report of the school, were as follows:

Interest and income	$12,979.05
Miscellaneous	3,489.96
Total	$16,469.01

The expenditures of the institution were $71,729.34 for the year 1940-1941, including debt. The cost of operating the school was about $1.22 an inmate day, excluding interest on bonds and repairs and replacements.

An ambiguous statute (Session laws of 1939, Chapter 217, section 1263.8) apparently provides that when an eligible high school pupil is in a state institution the county shall pay to the state an amount equal to the average cost per high school pupil in the county. Such payments are made to the state vocational school.

It is recommended that the opinion of the attorney general be sought as to whether such payments should not be made on account of the pupils who are attending the newly-instituted junior high school courses at the training school.

The county from which each girl in the vocational school for girls is committed is required by statute to pay for her care within a limit of 35 cents a day. There is no corresponding provision with reference to the industrial school. Since the inmates of the two institutions are in the same category, the same method of financing should apply to each.

Summary of Recommendations:

The recommendations expressed or implied in this report may be summarized as follows:

Recommendations Not Requiring Legislative Action:

(1) That a cooperative arrangement be entered into with the several counties and committing judges to permit boys to be brought to the school by a member of its staff; and that as provided by law the counties continue to pay the costs of transportation by reimbursing the state for the traveling expenses of the school employe and the boy committed.

(2) That, in order to secure better service at the same or less cost and in order to conform with the practice of the other state institutions, the school be relieved of its present responsibility for pre-parole and placement investigations and for parole supervision; that these functions be vested in the department of public welfare; and that one of the present supervisory staff of the Helena office of the department be specifically designated to supervise the juvenile parole work throughout the state.

(3) That, when this arrangement is established, provision be made wherever possible without excessive expense for the social workers to whom parolees are to be assigned to visit the inmates at the school before they are paroled, in order to provide for better coordination of the work.

(4) That, in order to maintain the institution as in fact a school, use be made of the present statutes to transfer incorrigible boys to the state prison and mentally deficient boys to the state training school.

(5) That, in order to secure better service without any net increase in the present payroll, the organization and staff of the school be entirely reconstituted; that the situation by which 30 employes report directly to the president of the school be rectified; that qualified supervisors be appointed; that several unnecessary positions be abolished; that the present haphazard schedule of assignments and duties be corrected; that salaries adequate to secure qualified employes be paid; and that regular provision be made for nursing service.

(6) That, to improve the service, seven supervisory positions, in lieu of existing positions, be created to take charge of specific activities under the direction of the president; that these positions comprise a plant and equipment superintendent, laundry foreman, secretary, farm superintendent, vocational training supervisor, superintendent of schools, and house superintendent; and that salaries be paid for these positions adequate to secure qualified employes able not only to do the work but to train and supervise boys.

(7) That positions of housefather and housemother be created to have charge of each of the five cottages and dormitories; that these positions be filled by married couples; and that the housefathers and housemothers be assigned during the day outside the cottages to give vocational instruction and to supervise recreational activities, under the direction of the proposed vocational training supervisor.

(8) That, in order to give more adequate and useful training, the vocational program be entirely reconstituted; that certain of the less useful activities either be minimized or abolished; that the mechanical and building trades be taught in the course of maintenance work around the school; and that the state employment service be regularly consulted as a means of integrating the vocational training program with existing employment opportunities.

(9) That, to improve the service, assistance be secured from the state superintendent of education in planning the educational program.

(10) That provision be made for a state-use system to provide an outlet for goods made at the school to other state agencies.

(11) That, to improve the educational and training service, an intelligence test be given regularly at, or shortly after, the time of admission for each boy; that such tests be repeated regularly thereafter; and that vocational aptitude and performance tests be also given.

(12) That, as one of a number of needed steps to improve the discipline among the boys, a representative organization in the nature of a school council be organized among the inmates; and that such council function as an advisory body under the direction of the president.

(13) That, to record the progress, aptitudes, and interests of individual boys and to encourage the employes to interest themselves in the behavior of the boys, the supervisory employes be required to make regular conduct reports for the boys assigned to them, over and above the mere reports of misbehavior.

(14) That a classification committee be established, composed of designated supervisory employes, to consider the conduct reports and to advise the president on disciplinary matters and on the assignment and classification of inmates.

(15) That the peep-holes in certain doors be eliminated as entirely inappropriate to a school.

(16) That negotiations be entered into with the clinic which gives medical care to the boys to discontinue the flat-rate payments and to base the charges on the work actually done; and that this change be made both as being fairer to the clinic and as providing better medical service.

(17) That, to promote better health conditions, physical examinations be given once a year to all boys, and that these reexaminations include adequate checks for tuberculous conditions.

(18) That, to minimize the spread of respiratory infections, the beds in the dormitories be turned head to foot.

(19) That as a major measure of economy the present separate kitchen and dining room for employes be closed; that the employes be served in the small dining room out of the main kitchen; and that, if necessary, the boys be served in the larger dining room in two sittings.

(20) That the same menus be serve to all employes as are served to the boys, both as an economy measure and to eliminate discrimination.

(21) That the menus be periodically reviewed by a physician as a health measure; that the practice of selling cream and butter to the public be discontinued and that the supplies be used by the institution; and that the flies in the kitchen be eliminated.

(22) That, as an economy measure and to permit scientific washing, certain specified instruments be installed in the laundry; that written washing formulas be used; that records be kept of the work done and the supplies used as a means of preventing excessive laundering costs and destruction of linens.

(23) That certain specified meters and heating plant instruments be installed; that a plant operating log be kept; and that the operating data be used to prevent waste.

(24) That steps be taken to schedule the operation of the heavier electric equipment in order to reduce demand charges.

(25) That, in order to improve the fire defenses of the school, realistic fire drills be regularly held; that employes be assigned to specific posts of duty in case of fire; that steps be taken to provide for the increase of the volume and the pressure of water available for fire fighting; that provision be made for a water supply at the dairy barn in case of fire; and that the changes in the fire defenses recommended by the board of fire underwriters of the Pacific be complied with so far as available funds will permit.

(26) That, to improve the service, an arrangement be made for the highway commission to care for the roads at the school.

(27) That the opinion of the attorney general be requested as to whether, under the existing statutes, the several counties should not make payments to the state for the education of high school pupils committed from the respective counties.

(28) That hand irons be purchased for use in the laundry in order that clothing articles may be finished.

Recommendations Requiring Legislative Action:

(29) That several anomalies, omissions, and undesirable provisions be removed from the statutes relating to the school.

(30) That pasteurizing equipment be installed when funds are available.

(31) That consideration be given to replacing the antiquated dormitory building with two modern cottages.

(32) That consideration be given to the provision of admitting quarters at the school, either through remodeling of existing structures, or through new construction.

(33) That the metal heating plant chimney be painted when funds are available.

(34) That for the same rule with reference to county payments for the care of inmates be applied by statute to the industrial school and the vocational school for girls.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

MONTANA STATE TRAINING SCHOOL

(Report No. 13)

September 17, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

MONTANA STATE TRAINING SCHOOL

Introduction:

The Montana state training school is located at Boulder. The institution cares for non-psychotic mentally deficient (feeble-minded) and epileptic persons and is operated under the direction of the state board of education.

The school is housed in three main groups of buildings. The first group comprises five large cottages; a school building containing dormitories, classrooms, dining rooms, and kitchen; a heating plant; and a laundry. The second group comprises the buildings formerly used to house the deaf and blind, now used only for offices but in process of rehabilitation; a two-story brick hospital; and a shop building. The third group is located at the ranch, and comprises a dormitory for 28 patients; a dairy barn; a residence; and a number of smaller buildings and sheds. All these structures are of brick.

The buildings seem to be in fair condition, although only limited funds for repairs have been available.

The present capacity of the institution is about 460 beds. It is expected, however, to complete the reconstruction of the buildings formerly used for the deaf and the blind, and the capacity of the school will then be about 700 beds.

The predecessor of the present institution was the Montana school for the deaf and blind, which was located in the present buildings at Boulder and cared for the deaf, dumb, blind, and feeble-minded. The deaf, dumb, and blind were moved to a new institution in Great Falls pursuant to a 1937 statute.

Statutory Provisions:

The statutes relating to the institution are extremely confused.

Chapter 129 of the revised code of 1935 creates a "Montana school for the deaf and blind," under the control of the board of education and a local board, and provides for the admission and discharge of the mentally deficient at this institution, as follows:

> "The state board of education, according to such rules and regulations as they may prescribe, on application shall admit into the school all deaf, dumb, blind and feeble-minded residing in the state of Montana, between the ages of six and twenty-one years, who are not unsound of mind or dangerously diseased in body, or of confirmed immorality or incapacitated for useful instruction by reason of physical disability. All pupils of said school shall be entitled to ten years of attendance at said school, and upon special petition to the board by any pupil who has completed the course of ten years, which petition is approved by the superintendent, said pupil shall be allowed two additional years in the school; . . ." (Section 1461)

"All feeble-minded persons, resident in the state of Montana and qualified after the general manner prescribed in section 1461 of this code, shall be admitted into this school; provided, that every such person shall be capable, in the judgment of the trustees, of at least some mental, moral, or physical training, such as falls within the proper function of a school as distinct from an asylum. To the end that the board of trustees may arrive at some definite method of judging such cases, they are hereby empowered to ascertain and establish certain tests, which tests shall be thoroughly and impartially applied to each case before final admission into the school, and it shall be the object of said tests to ascertain in each case if there be any capacity for mental, moral, orphysical training; . . ." (Section 1464)

Chapter 130 provides as follows:

"There is hereby established at Boulder, Montana, in connection with and under the control of the Montana school for the deaf and blind, a Montana training school for feeble-minded persons, for the training and detention of epileptics and feeble-minded minors and adults; . . ." (Section 1474)

"Application for admission to said training school may be made to the district court, or to a judge thereof, by any parent of the subject; by any person entitled to its legal custody; by a superintendent of a county hospital; by any officer of the state bureau of child and animal protection; by the applicant in person; or by the superintendent of any of the state institutions; . . ." (Section 1475)

"Citizens of this state who are afflicted with epilepsy may also be admitted to said institution . . . The laws applicable to admission, care, and control of the feeble-minded inmates shall also apply, as far as possible, to the admission, care, and control of epileptics." (Section 1477)

"No inmate may be removed from said institution, permanently, or temporarily, except upon a written order of the superintendent, or upon an order of any district court of the state . . ." (Section 1482)

This chapter apparently amends the provisions of chapter 129 only in part, since it contains the following provision:

"This act is not to beconstrued as amending or repealing chapter 137, laws of the eleventh legislative assembly (section 1464), which act relates to the admission, care, and retention of persons in said school, but as supplemental thereto, but any and all other acts or parts of acts in conflict with the provisions of this act are hereby repealed." (Section 1483)

A statute of 1937 provides as follows:

"That the state board of education is hereby instructed on or before the second Wednesday in September, 1937, to transfer the school for

the deaf and blind, now being constructed at Boulder, Montana, to the new building erected for that purpose at Great Falls."

"The present institution at Boulder shall be known henceforth as 'Montana State Training School,' and shall be conducted and operated under the direction of the state board of education, with a local executive board in conformity with the present laws relative to the same."

These statutes apparently leave in full force the provisions for voluntary admission upon application to the board of education, the prohibition on the admission of untrainable cases, and the ten-year limit on the length of stay. None of these provisions, however, is observed in practice.

The statutes also create three institutions and do not clearly indicate which of these legal entities shall continue in existence. They also refer to a "board of trustees" without specifically creating any such agency.

It is recommended that the foregoing statutes be entirely repealed and that a statute be enacted definitely establishing the institution as a legal entity, prescribing its name, defining the scope of its services, and providing procedures for the admission and discharge of patients. The suggested content of the statute is discussed in the next section of this report.

Admission and Discharge Policies and Procedures:

Present Admission and Discharge Procedures: Applications for admission are made in most cases to the president of the institution, although some go to the judges of the district courts. Application blanks are then required to be filled out and filed with the school and the names of the patients are placed on the waiting list. When a vacancy occurs, the president selects a case to be admitted from the waiting list on the basis of the possibilities for training the patient and submits the name of the patient to the court. The patient is then committed.

In some cases the judges commit patients on their own initiative without action by the institution.

Both adults and children, mental deficients and epileptics, are admitted. Some psychotic patients are admitted but an effort is made to transfer them to the insane asylum.

No investigations of the financial means of patients or their families are made and non-indigents are admitted without charge.

Patients are ordinarily paroled or discharged by order of the president, although they may also be discharged by court order. Patients who have been formally discharged are recommitted, when necessary, by court action.

Under an informal cooperative arrangement, extensive use is made of the state department of public welfare in investigating home conditions, securing permission for surgical procedures, getting data as to places of residence, and reporting on paroles.

Suggested Admission and Discharge Policies and Procedures: Any statute that is enacted should provide for the voluntary admission of patients through application directly to the president of the institution. Such cases would be

diagnosed through mental tests given in the community or at the institution in the course of a period of observation and testing, the names would be placed on the waiting list, and the patients would be admitted by action of the president.

The present court procedure is meaningless and adds nothing to the situation except the stigma of implied criminality. A large proportion of the cases can and should be admitted voluntarily. There is even less of a legal problem involved in voluntary admission to the training school than there is at the insane asylum. Most of the admissions are of minor children with whom the question of mental competency in connection with the handling of property does not arise, because of the general rule whereby such minors are legally incompetent because of their age.

In suggesting that the power to admit patients to the institution be vested in the president with the consent of the relatives, it is not believed necessary to include any specific safeguard against the "railroading" of any patient through criminal collusion between the president and the nearest relative. The likelihood of such an abuse is believed to be no greater than of an abuse of, say, the power to quarantine for communicable diseases. The constitution and statutes provide safeguards against such occurrences. Furthermore, any provision for recourse to a court is open to two objections. First, both the president and the judge of any court that might be designated are public officials and neither would seem more prone to criminal collusion than the other. Furthermore, such a provision might well be abused by patients genuinely in need of institutional care and quite properly admitted.

The statute should, however, provide for commitment through court action where the consent of the patient or his relatives cannot be secured and where the patient can be shown to be a delinquent or a definite hazard to persons or property. The courts should be required to act in such cases on the basis of diagnoses arrived at by physicians and full social reports by the welfare department.

The law should, furthermore, specifically define the classes of persons who are to be admitted. Psychotic patients and persons with mentalities above a stated level should be excluded, except epileptics.

The statute should regularize the present procedures for referrals to the welfare department by definitely vesting in the department the responsibility for social case work with regard to inmates or applicants for admission.

It is further suggested that the relatives or guardians of custodial patients who are able to pay for their care should be required to do so. The provision of classroom training to the mentally deficient is, like the teaching of the deaf or other special training, part of the educational program of the state and should be free. However, the institutionalization of epileptics and of patients who cannot be taught or have gone as far with their educations as their mentalities allow is in the nature of hospitalization. The same financial requirements should hold for these patients as areapplied in the case of non-indigent persons who are mentally ill.

Scope of the Institution Services:

Institution Statistics: The following tabulation shows certain statistics for the institution during the fiscal year 1940-1941:

Average census for the year	447
Average census July, 1940	464
Average census June, 1941	443
Admissions	29
Discharges	20
Paroles	11
Deaths	13
Transfers to insane asylum	4
Waiting admission July 1, 1941	305

The decrease in census during the year was due to a policy of restricting admissions because of the shortage of operating funds. This policy was fully justified from a practical standpoint, although of doubtful legality.

An increase to about 700 inmates is expected in 1942, with the opening of the buildings that are in process of repair.

The next tabulation shows the intelligence quotient levels of the patients admitted during the year.

I.Q.	Number of Patients Admitted
76-100	4
51- 75	9
26- 50	9
0- 25	4
Total admissions	29

The next tabulation shows the status of the inmate population in June, 1941.

Highly trainable	200
Trainable to some degree	141
Helpless	102
Total	443

Quality of Institution Services: The training school is now operated largely as a custodial institution and only to a limited extent as a school to give training. Although more than two-thirds of the inmates are to some degree trainable, little is done for them in comparison to the possibilities of what might be done.

However, the operation of the institution as, in fact, a training school and the making of substantial increases in the scope and quality of the services rendered to the patients would require increased appropriations. Any such major improvements in the quality of the services rendered are matters of state policy to be decided by the administration and the legislature and are beyond the scope of this report.

The sections that follow have, therefore, been restricted to the following:

(1) Statements of fact as to the needs for increased or better services where large additional expenditures would be required, without specific recommendations.

(2) Recommendations as to realignments in the staff not involving increased expenditures.

(3) Recommendations as to procedures not involving increased expenditures.

Recommendations as to certain desirable records and procedures have in some cases been omitted because employes qualified to keep or conduct them are not available.

Organization and Staff

Present Organization and Staff: The statute relating to the school for the deaf and blind provides:

> "The general supervision and control of the Montana school for the deaf and blind is vested in the state board of education and a local executive board."

The provision placing the "Montana training school for feeble-minded persons" under the "control" of the Montana school for the deaf and blind is quoted earlier in this report.

The executive officer of the institution is the president who is responsible to the local board and the board of education.

The schematic list that follows shows the present organization and staff of the institution as reported by the president of the school. The indentations indicate lines of authority.

Title of Position	Number of Positions	Monthly Rate of Pay
President	1	$225 M
Ear, eye, and nose specialist (part time)	1	75 day
Physician (part time)	1	135
Surgeon (part time)	1	112.50
Dentist (part time)	1	60
Bookkeeper (part time)	1	90 M
Ranch foreman	1	100 lm
Storekeeper and shoe cobbler	1	75 M
Registered nurse	2	65 M
Secretary	1	60 M
Baker	1	60 M
Relief attendant	1	50 lm
Practical nurse	1	50 M
Relief attendant (farm hand)	1	50 M
Telephone operator	1	35 M
Housemaid (part time)	1	10 M
Ranch foreman	1	75 M
Dairyman	1	70 M
Ranch matron	1	50 M
Cook	1	40 M
Head teacher	1	100 M
Teacher (9 months)	1	83.30 M
Teacher (9 months)	2	75 M
Teacher (9 months)	1	70 M

Title of Position	Number of Positions	Monthly Rate of Pay
Chief engineer	1	$150 M
Engineer	3	135 lm
Repairman	1	90 M
Repairman	2	60 M
Truck driver	1	50 M
Head matron	1	90 M
Head cook	1	60 M
Cook	1	50 M
Laundress	1	50 lm
Attendant	2	50 M
Attendant	12	45 M
Night attendant	3	45 M
Total	55	

M - full maintenance
lm - one meal

Comments as to Organization and Staff: The present staff of the institution is inadequate to operate the training school as in any way a curative or educational institution, and it is questionable whether the staff is adequate for even humane custodial care. The deficiencies take four forms:

(1) The salaries paid are insufficient.

(2) Many of the employes are not well qualified.

(3) Adequately qualified supervisory officers are lacking to direct the several specialized activities.

(4) The staff is too small.

The following tabulation shows the monthly salaries paid for certain closely similar kinds of work at the state insane asylum and state tuberculosis sanitarium, which are comparable institutions, and at the training school. All rates are in addition to full maintenance except as noted.

Kind of Work	Insane Asylum	T.B.	Training School
Professional nursing	$ 70 - $ 85	$ 75 - $85	$65
Male ward work	50 - 65	60 - 75	45 - $50
Female wark work	50 - 65	50 - 60	40 - 45
Building trades work	100 - 180	220(a)	60 - 90
Routine clerical work	50 - 85	70	35 - 60

(a) Half-time at $110; with one meal only

Largely as a result of the low salary scales, many of the employes were clearly not qualified when they were employed. On the basis of reports made by the employes themselves, the following cases may be mentioned as typical:

(1) None of the three repiar men who are responsible for building repair work had any previous experience in the skilled trades.

(2) Neither of the two cooks (excluding the head cook) nor the baker had previous experience in such work.

(3) The laundress, who is in full charge of the laundry (including considerable power equipment) had no experience in the field.

(4) Only three of the ward attendants had any previous experience in practical nursing or similar ward work.

A similarly serious handicap to the work of the institution exists in the case of the supervisory employes. It is impossible either to give proper care and training to the inmates or to operate the institution efficiently without the proper supervisory employes and with 443 inmates the institution is too large to be directed single-handed by the president. The following supervisory positions, with the duties indicated, would be of great value to the school provided funds were available for the salaries.

(1) Educational psychologist. An educational psychologist with experience in the diagnosis of mental deficiency and in the training of mental deficients would be of major benefit to the institution. He should direct the work of the teachers and the academic instruction. He should further plan and supervise the working assignments of patients and should institute occupational therapy, vocational training, and recreational programs.

(2) Superintendent of nurses. The nurses in the hospital and the cottage attendants should be under the direction of a trained superintendent of nurses. More humane and thoughtful treatment of the inmates, as well as better care of the disabled or nursing-problem cases, should result.

(3) Dietitian. The food service should be directed by a profesionally trained dietitian.

The establishment of the last two positions would leave the present matron responsible for the linen supply, the operation of the laundry, and the cleaning of the employes' living quarters. The direction of these activities, if properly conducted, is a full-time job.

Certain additions to the staff could well be made. Probably the most needed is the extension of the teaching positions from a nine-month to a twelve-month basis. There is no reason in an institution where the children stay all the year to discontinue the class-work for three months. Instead, it could well be spread over the twelve-month period and the length of the daily classroom periods be correspondingly shortened.

Before this change is made, the opinion of the attorney general should be requested as to whether an existing statute fixing the school term would need to be amended or may be regarded as merely establishing a minimum school term.

Another increase in the staff that is needed is a psychiatrist on a part-time basis. Psychiatric diagnostic, guidance, and treatment services are needed. A few more attendants would be desirable, as well as one or two trained employes to assist in therapy and vocational training. An experienced washman is also needed in the laundry.

All of these additions are, however, contingent on the provision of adequate funds.

Training Program:

Diagnosis of Mental Status: Each newly admitted inmate is examined by the president and is given a revised Stanford-Binet psychometric test by the head teacher. A decision is made as to his ability to attend school or as to a working assignment if he cannot attend classes. Routine social data is secured from relatives and occasionally an investigation is made by the welfare department. The performance tests are repeated annually for the school children.

The foregoing steps do not represent a complete diagnostic services. The children, especially those who show some possibilities for training, should be examined by a qualified psychologist with time to make complete determinations not only of the basic I.Q. but of aptitudes, interests, and possibly personality defects. Psychiatric examinations should also be made and mental hygiene courses of treatment should also be secured as to the family background, personal history, possible delinquencies, school history, and like subjects.

Furthermore, re-examinations of the mental status of all the patients should be made annually.

Training Activities: The training program at the institution is largely inadequate. About 100 children attend a nine-month school course with an ungraded curriculum, including some sense training.

The inmates were assigned to working details about the institution on the following basis in August, 1941:

	Number of Patients		
Assignment	Males	Females	Total
Ranch	38	-	38
Laundry	3	20	23
Kitchen	1	15	16
Shop	3	-	3
Power Plant	5	-	5
Various Details	10	-	10
Total	60	35	95

Girls are also assigned to a sewing room.

Some patients are taken out of doors for exercise under the supervision of other patients who can be trusted.

The usefulness of the working details as vocational training is reduced by the fact that there is little selection of patients on the basis of aptitude tests and the supervision of the work is largely in the hands of untrained employes whose interest is solely in getting the work done. There is no occupational therapy or formal manual training. Aside from sporadic attempts, there is no recreational program either in the way of sports or of entertainments.

As a partial remedy for this situation, it is suggested that the teachers conduct a recreation program outside of classroom hours and otherwise assist in the training work. These employes now work substantially shorter hours than any other full-time workers at the institution.

Furthermore, there are no provisions to place inmates in paid positions outside the institution through the making of contacts with employment agencies and employers. It is suggested that an official affiliation be entered into with the employment service of the state unemployment compensation commission.

Medical Services:

Medical Staff: A physician residing in Boulder is now paid $135 a month to attend patients at the hospital for an average of about two hours a day. Some x-ray work is also given him, for which $5 and $10 fees are charged.

In addition, a surgeon in Helena is paid $112.50 a month to visit the hospital as requested and to perform surgical operations at the hospital. About 15 visits a year are made and 10 major operations were performed last fiscal year. Most of these were sterilizations with appendectomies and nearly all were elective procedures.

An eye, ear, nose and throat specialist and a dentist also come to the institution on a part-time basis.

The operating room at the training school is not modern. The surgical light is nearly useless and operations are generally done by day.

In view of these facts, it is recommended that the arrangements with the Boulder physician and the Helena surgeon be discontinued, that a full-time resident physician be employed, and that only emergency surgery be done at the training school.

Medical Procedures: Certain improvements in the medical procedure are needed.

Urinalyses are done in Helena for newly-admitted patients when indicated. Such tests should be made for all newly-admitted patients.

Physical examinations are made at the time of admission and thereafter only when ilness occurs. Physical examinations of all patients should be made once a year.

Chest plates are taken of newly-admitted patients only when indicated. They should be taken in all cases.

Only one or two tuberculosis cases are now known to exist at the institution. A tuberculosis survey should be made, with the assistance of the staff of the tuberculosis sanitarium. Any cases of tuberculosis that are found should be segregated.

The epileptics are now only partly segregated from the mentally deficients. The two groups should be wholly segregated.

There are no provisions for physiotherapy, although these therapeutic measures are undoubtedly needed by many patients.

The beds in the dormitories should be turned head to foot in order to reduce the spread of respiratory infections during the night.

Dietary Services:

The menus for the meals are now written by the matron. In the absence of a dietitian, these should be periodically reviewed by a physician in the interests of health.

Meal counts should be kept and the unit cost of raw food per meal should be regularly computed. The cost of raw food appears to be about eight cents a meal.

Housekeeping Services:

Each building occupied by patients now has a stock of linens of its own, marked for the building, which is sent directly to and from the laundry. The articles are not counted in or out.

It is suggested that a central linen room be established and that clean linens be returned from the laundry to the linen room and be issued from there to the buildings daily on requisition. Linens would not then be marked by buildings.

This system would permit central control by the matron over the numbers of clean articles that are used and would require a smaller total stock of linens, since only one reserve supply would be necessary. The linens should be regularly counted out of the wards and in to the linen room in order to control losses.

Laundry Operations:

The laundry equipment is all extremely antiquated, although a new extractor is being bought. No laundry records as to the quantities of work done, unit costs, or other data are kept. A woman attendant without previous experience in such work is in charge and a patient is used as a washman.

Until a qualified foreman and washman can be employed, and until adequate equipment with the proper recording devices can be installed, there is little use in attempting to achieve scientific washing procedures. It seems certain that considerable wastes of supplies and unnecessary wear and tear to linens now occur.

Fire Defenses:

The institution has three fire hose carts and several hydrants at each of the three groups of buildings. Hand extinguishers are generally available as well as some large chemical extinguishers.

The following defects, however, were noted in the fire defenses of the institution:

(1) No fire drills are held.

(2) Employes do not have definitely assigned posts of duty to be assumed in cases of fire.

(3) The main to the former deaf school buildings is only 4" in diameter and is of considerable length and probably only one hydrant could be used in case of fire.

(4) The grills on the dormitory windows prevent egress in the event of emergency and at least two on each floor should be removed.

(5) A truck-type pumper should be available.

(6) No automatic sprinklers are available at points of high fire hazard.

(7) The overhead water tank must be emptied in freezing weather since the insulation is not adequate and no heater is available.

(8) A fire escape on the hospital is needed (it is being purchased).

(9) The operating room should be protected against anesthetic gas explosions from electric sparks.

It is recommended that a survey of the institution by the board of fire underwriters of the Pacific be sought and that the recommendations made be carried out so far as funds are available.

Plant and Equipment:

Electric System: Both single and three-phase current is purchased from the power company. In addition, a 37 KVA alternator, driven by flat belt from an old reciprocating steam engine, is used for stand-by purposes. There are also two 75 KVA alternators, driven directly by reciprocating engines. One of these is installed but has a condemned crank-shaft that would cost about $750 to replace. The other is said to be in running order but was purchased second-hand and has never been installed.

It is suggested than an engineering survey be made to determine the feasibility of one or the other of two possible courses as follows:

(1) To put both 75 KVA alternators in working order, one to generate all the current for the institution and the other to serve as a stand-by. Since steam for heating, cooking, and laundry purposes must be available in any case, considerable savings might be achieved by this means. However, the capital cost would be about $1,500.

(2) To repair the one 75KVA machine and use it for the ordinary current needs, with the outside supply maintained for stand-by use.

It is stated that a request for an appropriation for the first of the foregoing alternatives was denied in the last legislature.

Steps should be taken to schedule the operation of the several heaviest current-consuming pieces of equipment at the institution and to secure a reduction in the present demand charge.

Water System: Water is now secured by gravity through a 6" main from a stream some four miles away, and by pump from a shallow well. Both these sources are chlorinated and water samples are regularly tested but the drilling of a deep well would materially reduce both health and fire hazards.

Heating Plant: The steam lines in the power house are in need of insulation.

A pump should be connected to the return line of the hot water circulating system.

Plant Records: Except for a degree-day record and readings of the main electric meter, no records are kept of the power plant or utility system operations.

The requisite meters, scales, and other instruments should be installed and be regularly read, and the readings should be recorded in a power plant log as to the following data:

(1) Weight of coal used.

(2) Pounds of steam generated.

(3) Pounds of steam used, sub-metered by major parts of the load.

(4) Gallons of water pumped.

(5) Kilowatt-hours of electric current used, by major parts of load.

(6) Electric demand.

(7) Unit costs of the several operations.

These records should be used to check the efficiency of operations and to control the use of steam, electricity, and hot water throughout the institution.

Receipts:

The receipts of the institution in the fiscal year 1940-1941, as reported by the state accountant, were as follows:

Nature of Receipts	Amount
Counties and private persons for maintenance of patients	$ 5,117.26
Indian agencies for maintenance of patients	3,231.29
Sales of farm produce and junk	1,684.23
Shoe repairs	519.00
Sundry receipts	406.90
Total	$10,958.68

During the year, the institution restricted the number of persons admitted but agreed to admit patients where their care was paid for by relatives or their respective counties. Since there is doubtful legal basis for the restriction and none for the charges, it is a question what rights of recovery the counties may have. The situation should be clarified by law.

Financial Planning:

The financial planning involved in the operation of the institution has been deficient in several respects. A number of supplementary or deficiency appropriations have been required. In 1936-1937 a deficiency appropriation of $672.74 was necessary for the expenditures of the previous year and a supplementary appropriation of $20,000 was made. In 1938-1939 $15,000 was similarly appropriated. In 1939-1940, expenditures of $1,181.58 were made in excess of available funds and were paid out of the appropriation for the next year.

The reconstruction of the buildings formerly used by the deaf and blind, however desirable it may be, also represents poor fiscal planning. A substantial part of the $8,782.43 expended in 1940-1941 for repairs and replacements to buildings and attached fixtures was for such reconstruction work. At the same time, a $3,000 appropriation made by the legislature for the purpose was not used. It is estimated that $5,000 more will be expended in 1941 to open the buildings January 1.

The appropriations for 1941-1942 and for 1942-1943 amount to $120,000 each year and these provide for only a small increase over the present expenditures. There is thus no provision for the additional operating expenditures that will be necessary with the increase in capacity from 460 to 700 beds.

A major increase in the capacity of any state institution should be undertaken only after legislative authorization has been secured, and after the appropriation of adequate capital outlay funds to carry through the project to completion. Furthermore, no attempt should be made to operate any such new facilities until operating appropriations have been secured for them.

Unit Costs: The institution operated during 1940-1941 at a unit cost of 52 cents a patient day. This is very low and is compatible only with custodial care.

It should be noted that the operating cost reported for the institution of 87 cents a day is erroneous, in that repairs and replacements that actually are largely capital outlays and a duplicating charge for farm supplies consumed are included.

Bonds: As reported by the state accountant, $32,666.66 of training school bonds were outstanding on June 30, 1941. In addition to the expenditures shown in the report to the state accountant $1,983.41 was expended in 1940-1941 for interest and maturities on these bonds.

Summary of Recommendations:

** (1) That the arrangement whereby a total of $247.50 a month is paid to two part time physicians be discontinued and that a full time resident physician be employed. In putting this into effect, consideration should be given to

* a. Discontinuing sending x-ray work to a physician in private practice and in lieu thereof having the x-ray work done at the state tuberculosis sanitarium, which is well equipped to handle such work at small additional cost;

* b. Having the electric surgical work also done at the state tuberculosis hospital and that only emergency operations be performed at the training school by the resident physician.

** (2) That physical and mental re-examinations of all patients be made once a year; that the epileptics be entirely segregated from the other patients; that a tuberculosis case-finding survey be made; that the beds be turned head to foot to prevent the spread of respiratory infections; and that consideration be given to routine urinalyses and making chest x-ray plates for all newly admitted patients, and to the advisability of segregating tuberculosis patients.

** (3) That in the absence of a dietitian the menus be reviewed by a physician as a health measure.

** (4) That meal counts be kept and the unit cost of raw food per meal be regularly computed.

** (5) That a formal affiliation be entered into with the state employment service as a means of securing positions for inmates able to do routine work and to support themselves outside the institution.

** (6) That the teachers conduct a recreation program and otherwise assist in the training work.

** (7) That the central linen room be established; that linens be not separately marked by buildings but be issued on a requisition from a common stock in the central linen room; and that linens be counted out of the cottages and into and out of the linen room.

** (8) That fire drills be regularly held; that employes be given definitely assigned posts of duty in case of fire; and that the grills be removed from at least two windows on each dormitory floor to provide emergency exits.

** (9) That before any patients are transferred from Warm Springs that they be given all necessary tests for tuberculosis.

**(10) That a survey of the institution by the board of fire underwriters of the Pacific be requested.

**(11) That steps be taken to schedule the operation of the heavier electric equipment in order to reduce demand charges.

* Approved by the Committee on Reorganization and Economy
** Approved by the Committee and Executive Order issued

**(12) That the steam lines in the power house be properly insulated.

**(13) That a pump now at the institution be connected to the hot water circulating system.

**(14) That a power plant log be kept and that certain specified data be regularly logged.

**(15) That the finances of the institution be administered with more forethought; and that the intent of the legislature be better complied with as to financial matters.

Recommendations Requiring Legislative Action

*(16) That a statute be enacted by the legislature clarifying the status of the institution as a legal entity, prescribing its name, defining the scope of its services, and providing procedures for the admission and discharge of patients.

*(17) That the statute provide for the voluntary admission of most patients through application direct to the institution and after a period of observation and diagnosis.

*(18) That the statute restrict the commitment of patients by court action to those where consent cannot be secured and where the patients are delinquent; and that in such cases the courts be required to act on the basis of full medical, mental, and social reports.

*(19) That the existing cooperative arrangement with the state department of public welfare be regularized by statute; and that the welfare department be made responsible for securing social data about patients while in the institution.

*(20) That a statute be enacted requiring the relatives of patients who are not receiving classroom instruction and are purely custodial cases to pay for their care if they are able to do so.

(21) That consideration be given by the legislature to the provision of adequate funds to operate the institution as a curative and educational agency and not as merely a minimum cost custodial institution.

(22) That when funds are available an effective and adequate training program be instituted; that salaries adequate to attract qualified employes be paid; and that positions of educational psychologist, superintendent of nurses, and dietitian be created to direct the improved program of care.

(23) That certain increases in the total size of staff be made, when funds are available, as follows: that the teachers be employed on a twelve instead of a none-months basis; that provision be made for psychiatric services for the diagnosis and treatment of patients; and that provision be made for one or two technicians to assist in therapy and vocational training.

(24) That provision be made for the various types of physio-therapy when funds are available to purchase the equipment.

(25) That when funds are available larger water mains be installed as a fire defense measure; that a truck-type pumper be purchased; that the water tank be equipped so that it need not be emptied in winter; that automatic sprinklers be installed where needed; and that the operating room be protected against explosions of anesthetic gases.

(26) That when funds are available an engineering survey be made to determine whether substantial savings could be secured by placing the two steam-electric alternators in working condition and discontinuing the purchase of electricity.

(27) That when funds are available a deep well be drilled to provide an adequate and sanitary water supply.

Note: Recommendations not starred were not approved by the Committee no executive orders were issued.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION

AND ECONOMY

STATE ORPHANS' HOME

(Report No. 49)

December 15, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

STATE ORPHANS' HOME

Introduction:

An orphans' home was established by legislative act in 1893, under the following provisions of law:

"There is hereby established, to be located and permanently maintained at or within one mile of the town of Twin Bridges, in the county of Madison, a home for the support and care of orphans, foundlings, and destitute children resident within the state of Montana."

The law provided for the appointment of a board of trustees and appropriated $7,500 for a building for the home. The home was opened in 1894.

The original law, and later laws relating to the institution, did not specifically name it but reference is frequently made in the laws to "the orphans' home," "the state orphans' home," or "the Montana state orphans' home." The institution appears not to have an official name, but is commonly known as the "state orphans' home."

The title is a misnomer because only six of the children in the home are full orphans, about one third are half orphans, and nearly two thirds of the children have both parents living. Most of the children are neglected and dependent children, rather than orphans.

The location of the home was unfortunate. It is in a region of rather sparse population and near a small town, in which there is not even adequate fire protection. Moreover, the particular site selected is on soil which is not very stable for construction. It appears that some acres were donated to the state for a building site and, that, later, the rest of the acreage was purchased by the state.

The control of the home, some years after its establishment, was transferred from the original board of trustees of the institution to the state board of education. While education is an incidental function of the home, it is an important function.

Extent of Services Rendered:

Territory Served: The extent to which the state orphans' home serves the whole state, rather than merely the locality in which it is situated, may be shown by the distances the children lived from the institution when they were committed. The numbers of children coming from different distances, as of November 1, 1941, were as follows:

Distance	Number of Children
Within 10 miles	2
From 10 to 50 miles	54
From 50 to 100 miles	47
More than 100 miles	197
Total	300

Nearly two thirds of the inmates of the orphans' home came from distances of more than 100 miles from the home. However, there is a disproportionately large fraction of the inmates from the small area within 50 miles of the home.

Size of the Institution: The number of children in the institution for various years has been as follows:

Year	Enrollment October 1	Enrollment For Year	Percentage Enrollment of October 1 is of Enrollment for the Year
1924-1925	215	349	61.6
1927-1928	191	322	59.3
1930-1931	205	343	59.8
1933-1934	271	372	72.8
1936-1937	303	381	79.5
1939-1940	307	355	86.5
1940-1941	303	350	86.6
1941-1942	300	-	-

These data show that the yearly enrollment has not greatly changed over a period of years. The enrollment as of a specific date, namely October 1, has generally increased. Thus, the institution has as many neglected and dependent children as in former years, but keeps more of them through the year, and probably year after year, than formerly.

General Control:

"The general supervision and control of the state orphans' home is vested in the state board of education and a local executive board," as provided by law. The state board of education is empowered to employ "a superintendent and a matron" "and to prescribe the general duties and fix the compensation and term of office of said employes." The chief administrative officer is designated as "president." The law provides that this officer shall be a "superintendent." It is recommended that the title of "president" be changed to "superintendent" in accordance with the provisions and, further, because the title of "superintendent" is generally used, in the United States to designate the head of such an institution as a home for neglected and dependent children.

The local executive board meets monthly. It approves bills and recommends payment of them. It visits the home and discusses and reports on any matters requiring action by the state board.

Functions:

The statutes provide that the functions of the state orphans' home shall be as follows:

To support and care for orphans, foundlings, and destitute children.

To afford children in the home "literary, technical, industrial, and other education."

To establish schools and shops for trade training.

The superintendent or "president" of the school states the major functions and activities of the school as follows:

"To provide for physical needs of inmates."

"To give such education and training as will fit them for self-support and good, useful citizenship."

"To restore children to relatives, where this is consistent with the best interests of the children. Failing in this, to place them in good homes."

Admission and Commitment of Children:

Requirements for Admission: The law provides that "Every orphan, foundling, or destitute child, under twelve years of age, of sound mind and body, shall be entitled to be received into said home at the expense of the state." It further provides that the board may take action to admit children between the ages of 12 and 16 years or who have slight physical defects.

The age of admission has been set at from three months to 16 years. The authorities have difficulty in enforcing the lower age limit and frequently find it necessary to accept an abandoned child who has not reached the age of three months, though few of the babies in the home, at any one time, are under one year of age. There are, however, a number of babies under two years of age. Many of these and many older children now in the home, who entered at an early age, apparently will never know any other home.

The law sets no lower limit for the admission of children. If the home should be filled the board can, at any time, refuse to admit children above 12 years of age. The law provides that the board may return children at the expense of the county that sent them if they are unfit for the home. Children can be accepted at the home only after commitment by a district judge.

Commitment of Children: The statutes provide for commitment of children to the orphans' home as follows:

> "When it is desired to place any child in said state orphans' home, application shall first be made to the judge of the district court, and said court shall require the state bureau of child protection, or some individual designated by said court, to make a full and complete investigation of said application and the facts and circumstances relating thereto, and to present such facts with a petition for admission to the said state orphans' home to the said judge, in whom shall be vested the authority to make commitment."

The functions of the bureau of child protection have been transferred to the child welfare division of the department of public welfare. In some cases judges commit children directly to the orphans' home upon application of a parent or of someone else, and sometimes children are committed to the child welfare division of the department of public welfare. No children are accepted at the orphans' home without commitment by a judge and no children are brought to the home by employes of the department of public welfare unless they have been committed to that department for delivery to the home.

The social case workers of the department of public welfare act as advisers to the judges on matters of commitment. The case worker's report is not sent to the home, but a report is requested by the president of the home of the county welfare office and the person bringing a child to the home is questioned about the family of the child. In some cases the president of the home writes to welfare officials for supplementary information. A copy of the complete report to the judge should be furnished the orphans' home. This report should be standardized for the state as to for and no child should be admitted to the home unless the report is delivered with the child.

The number of children from each county, committed directly to the orphans' home on petition of a parent or of someone else, is reported to the department of public welfare.

All children in the orphans' home have been committed by a Montana judge, though a few of the children were deserted in Montana by persons from other states.

Admission Procedure: Upon first arrival at the home, children go to the hospital. They are weighed and checked for physical marks and disfigurations and are given a physical examination. If a child has infectious skin trouble or a serious disease he is returned to the county from which he came. Deformed children are also returned. Mentally unfit children are kept by the home until they are six years of age, at which age a court order may be secured to send those of very low mentality to the training school for the feeble-minded.

New children arrive at any time during the calendar year. They are kept in detention for several weeks to prevent their endangering the health of other children in the school.

Parent Responsibility for Children: The state orphans' home was founded for the care and education of orphans, foundlings, and destitute children. It is operated for the care and education of a few orphan children, but mainly for the care and education of neglected and dependent children.

It is right that the welfare of the child should have first consideration. There is, however, a most undesirable effect that comes from the operation of the institution. Its operation enables parents to shift responsibility for the care of their children to the state. There are some parents who, if given the opportunity, would rather give up their children than to devote their earnings and their time to the making of a home for them, particularly if the state will supply a home, food, clothing, medical service, care, and education for their children free of charge.

Few of the children in the state orphans' home are full orphans. Both parents of most of them are alive. The vital status of the parents of children, as of 1940-1941, was as follows:

	Number	Percent
Both parents dead	8	2.6
Mother living, father dead	27	9.0
Father living, mother dead	56	18.6
One parent living, one unknown	20	6.7
Both parents living	190	63.1
Total	301	100.0

It is obvious that the institution is not an orphans' home, but a home for neglected and dependent children. It is a home furnished by the state for children whose parents refuse to care for them or are morally unfit to care for them. Since the various public assistance programs have become available extreme poverty is seldom a major factor in commitment. The state relieves parents of their responsibilities toward their children, and no contribution to the support of their children is required or, if required, is not enforced.

The statutes provide that

> "Whenever in divorce proceedings the district court shall deem the parents improper persons to have the care, custody or control of children of the marriage, or whenever the abuse of parental authority shall be established by an action brought for that purpose, or whenever deemed for the best interests of children as shown by an investigation made by the bureau of child protection, or by an individual designated by the court, the court may order the child or children committed to the state orphans' home, and must order the parent or parents to pay such sum or sums of money as under their circumstances appear just, in the discretion of the court, the same to be due and be paid monthly to the state through the court having jurisdiction to defray the expenses of such child or children in the home, and such sum or sums to be paid shall be by such court paid and credited to the general fund of the state of Montana."

It is provided that parents refusing to pay shall be in contempt of court and that judgment may be secured against property they may own.

Whether or not the amounts are paid to the court or directly to the home, for credit to the general fund of the state, seems to depend upon what is designated in the commitment. As a rule payment is to be made to the home, though there are said to be two cases in which payment is made to the court.

The state orphans' home collects nothing from the counties from which children are committed, hence, there is every incentive for judges to commit children of irresponsible and degenerate parents. The child, of course, should have first consideration, but the parent should not be relieved of his responsibility.

Very little money is collected from parents. A few pay a nominal amount each month in order to prevent the placing out of their children, but most of them pay nothing. The total receipts from parents, in 1940-1941, amounted only to $1,371.85 and $17 a month of this amount was received from the veterans' administration. The officers of the institution have no facilities for compelling payment by parents, although several times a year, the president writes letters and sends bills to parents who were ordered, in the commitment, to pay.

The first responsibility for the care and support of children should devolve upon the parents. Next, the county in which parents live and which committed the children should be responsible. The state should assume a part of the responsibility. Parents, who are able to pay for a part of the expenditure for their children should do so, even if to do so makes it necessary for them to curtail their own expenditures.

Proposals as to Commitment: At the time of its establishment, the home was designed to provide the accepted means of caring for children who were homeless for one reason or another. In recent years it has come to be generally recognized, however, that care in an institution is an unsatisfactory way to furnish a child with the background and training necessary for good citizenship. The tendency in many jurisdictions is, therefore, to place neglected children in foster homes whenever practicable and to resort to institutional care only when a child is not adapted to foster home care. Also, every effort is made to correct the home conditions that lead to neglect in order to make removal of the child from his home unnecessary or to permit his return to his own home.

Some foster home care is now provided through the department of public welfare, with the counties paying the cost of care. The use of this method of care is retarded by the fact that the state pays all the cost of care in the orphans' home. Counties, therefore, are reluctant to provide for foster care at their own expense when the state will furnish free care in an institution. The remedy lies in making it of no advantage to the county to send a child to the orphans' home.

To accomplish this, certain amendments in the law governing commitment should be enacted. First, all commitments should be to the department of public welfare with authority to place each child where he will most benefit.

Second, the cost of care should be made primarily a county charge. In the case of care in the state orphans' home the county should be assessed some fixed amount, say $20 a month, and should be authorized in any case to collect the cost of care from the parents. Vigorous activity in making such collections should be productive of reimbursement of much of the cost, since poverty is not the main factor in commitments to the home. Whatever moneys the state derives from this source might well be appropriated to aid the counties in paying for the cost of foster home care to encourage them in developing this form of care.

Characteristics of Children in the Institution:

Physical and Mental Characteristics: Only the physically and mentally fit are eligible for admission, but some of the children are, apparently, mentally defective. There is constant pressure on the home to take feeble-minded children and it seems to be necessary to take them when under six years of age, which is the age of admission to the state training school for the feeble-minded. Welfare workers frequently make application to have feeble-minded children committed to the home. The authorities do well to reject feeble-minded children over six years of age. It would not be fair to neglected children of normal mentality to make of their home a home for feeble-minded children.

In general, the children may be characterized as being below par, physicially; as having, on the average, somewhat less than normal intelligence, though only a few are actually feeble-minded; as being mentally unstable in many cases, with nervousness and insanity occasionally appearing; as being generally neglected and presenting many cases of moral degeneration and disciplinary infractions. There are, of course, many exceptions to these general characteristics. There are physically sound children, intelligent children, mentally stable children, and well behaved children, but there are relatively few who are sound in every respect.

It would be well if the services of a psychiatrist from another of the state institutions could be secured by the institution in determining the mental condition of the children.

Ages and Educational Progress of Children: The ages and grades of children committed to the institution in 1940-1941 were as follows:

Age	Number	Grade	Number
Under 1	9	Pre-school	27
1-3	10	1	10
4-6	13	2-3	6
7-9	10	4-6	3
10-12	5	7-8	2
13	2	High school	1
Total	49	Total	49

It will be noted that most of the children committed to the home were under seven years of age and below the second grade in school. Children were committed, last year, from 14 counties, the largest number from any one county being nine children.

An age-grade table, on file, shows the amount of retardation of all pupils of school age. The data of the table may be summarized as follows:

	Number
Accelerated 2 years	1
Accelerated 1 year	18
Normal grade for age	92
Retarded 1 year	76
Retarded 2 years	45
Retarded 3 years	9
Retarded 4 years	6
Retarded 5 years	1

Median, retardation	1 year
Average, retardation	0.8 year

The amount of retardation, while serious, is not much greater than will be found in public schools. Nineteen of the children are advanced above their age expectations. However, eleven of these are five-year-old children who have been allowed to enter the first grade.

Termination of the Stay of Children at the Home:

Transfer of Children: The law provides that incorrigible children, or those who shall by continuous vicious or immoral conduct menace the welfare of other children, may be transferred to the industrial school. In such a case the superintendent, under the direction of the local executive board, shall make complaint to the county attorney and he shall bring proceedings against the child in the district court and the district judge may order the child committed to the industrial school.

In order to transfer a child to the state training school for the feeble-minded, there must be an examination of the child and a hearing to determine whether or not the child is feeble-minded. Evidence is presented by the physician, nurse, and teacher. If the child is found to be feeble-minded and is over six years of age the court will commit him to the training school.

Last year four children were committed to other institutions. Children are frequently committed to the state training school, but it is stated that only one boy of the orphans' home has been committed to the industrial school and only one girl of the orphans' home has been committed to the vocational school for girls.

Release of Children: Children may be, but need not be, retained in the home until they are 21 years of age. The home tries to "place out" children as soon as possible, but, at present, twelve children are 16, three are 17, and two are 18 years of age. More of the inmates were above 16 years of age but, recently, three or four have entered the navy or a college. The proposed commitment procedure would make the department of public welfare responsible for finding foster homes. Arrangements should be made with the state employment service to use their resources to place inmates of the home who have reached the age of 16 years. Not only is their employment as important as the employment of any other residents of the state, but their employment would relieve the state of the expense of their care. Every effort should be made to find employment for the inmates of the orphans' home when they reach an employable age.

Not many of the children are adopted, in spite of a universal demand for adoptable children. While many of the children are fit in every respect, there is fear of their heredity. Children are sometimes placed out with relatives or with families by the department of public welfare. On request of the president of the home, to the department of public welfare, a local welfare worker investigates the home of a person desiring a child and makes a report to the state office. The state office transmits the report to the orphans' home. If the report is favorable, the child is placed in the private home and the welfare worker checks the treatment of the child after placement. Too much care cannot be used in placing out children.

In the orphans' home there are probably a number of adoptable children. Full data should be secured for all children, relating to their physical condition, intelligence, mental stability, and ancestry, in order that adoptable children may find homes and foster parents. It is understood that children, whose parents pay the orphans' home something towards their support, have not been abandoned and cannot be adopted or place out. No commitment should be such as to prevent, or interfere with, the placement of children in foster homes where adoption is not involved.

The law provides that the Montana childrens' home society shall place the children of the orphans' home and are to be paid $100 for each child placed. This society is said to be a private organization. It places no children of the home. The law relating to the society should be repealed.

Those leaving the institution in 1940-1941 were of the following ages:

Age	Number
Under 1	1
1-3	4
4-6	8
7-9	6
10-12	5
13-15	14
16-18	10
19	1
Total	49

Those leaving the institution had been inmates for the following number of years and had attained the following grades:

Years in Institution	Number
Under 1	7
1-2	6
2-4	12
4-8	15
8-12	8
Above 12	1
Total	49

Grades	Number
Under 3	16
3-7	9
7-11	23
Above 11	1
Total	49

The median age of leaving was 13 years. The median number of years in the institution was four. The median grade attained by pupils who left, last year, was grade seven.

Organization and Staff:

The positions on the staff of the state orphans' home may be briefly described and the organization of the staff may be presented as follows:

Title of Position	Number of Positions	Annual Salary
President	1	$2,500
Secretary	1	1,200
Head matron-school principal	1	1,200
Teacher (nine months)	2	990
Teacher (nine months)	3	900
Teacher-storekeeper (*)	1	1,440

(*) Boys' supervisor instead of teacher in summer months.

Title of Position	Number of Positions	Annual Salary
Teacher (*)	1	$1,065
Matron	5	600
Matron	1	1,020
Matron	1	660
Relief matron	5	540
Relief matron and sewing instructor	1	630
Seamstress	1	660
Nurser nurse	1	660
Nursery nurse	2	540
Nursery housekeeper	2	480
Relief nursery housekeeper	1	540
Nursery matron-kindergarten teacher	1	480
Detention nurse (temporary - employed at $4 a day and maintenance)		
Chef	1	1,080
Second cook	1	540
Baker	1	1,[illegible]
Server	[illegible]	540
Server	1	480
Laundryman	1	540
Ironer	2	480
Laundr[illegible]	1	480
Swimming instructor (summer - three months)	1	120
Playgroun and relief atron (summer - (three onths)	1	150
Playground instructor (summer - three months)	1	120
Physician	1	1,800
Hospital nurse	1	1,200
Farmer	1	720
Dairyman	1	900
General laborer	1	720
Shoemaker and butch	1	840
Engineer and repairman	1	1,416
Engineer	1	1,200
Engineer (winter night shift - six months)	1	600
Carpenter (full time - employed at $6 a day and one meal a day)		
Watchman	1	720

(*) Employed at $945 for nine months and 120 for three months in the summer as playground instructor.

In addition to the salaries shown all employes except the physician receive maintenance.

The form of organization is not clearly established, as is easily demonstrated by the fact that a number of the employes do not know to whom they are expected to report. It is important that the form of organization be clear to the employes, so far as their place in it is concerned. It is suggested that each employe be informed as to who is his immediate superior and as to the employes, if any, who are expected to work under his immediate direction.

Not counting the summer employes, who are employed for the three months that the teachers are not employed, there are 50 employes of the home. This is a ratio of one employe to six children. The groups in the cottages are fairly large but the matrons are able to manage them effectively. The physical plant does not lend itself to smaller groupings, and smaller groups would require either longer hours for matrons and other employes, or the employment of more persons to care for children. For these reasons, no change is recommended in the size of groups, and the staff is believed to be adequate but not too large.

Curricula and Instruction:

Provisions for the Education of Children: The orphans' home provides a school for children of the kindergarten and elementary school grades, and sends its high school children to the Twin Bridges high school. The enrollment, as of 1940-1941, was as follows:

Kindergarten	26
Elementary school grades	224
High school grades	25
Total in school	275

Kindergarten classes are held for an hour in the morning and an hour in the afternoon and the kindergarten teacher supervises the play, and assists with the care, of kindergarten children the remainder of the time. Seven teachers are employed to teach the eight elementary school grades, besides a relief matron who teaches sewing to all girls of the school above the third grade.

The school sessions correspond with the sessions of the public schools and the courses of study prepared for the public schools of the state are used by the teachers. The teachers are certificated for teaching in the elementary schools of the state.

All classes of the elementary school grades were observed. Classes ranged in size from 23 to 53 pupils. The quality of instruction varied from room to room, but was not greatly different from the instruction that would be found in the public schools.

Perhaps the teachers are kinder to the pupils and a little more patient with them than is usually the case. Perhaps more of drill and less of vitalized instruction is used than in the usual public school classroom, though there are exceptions to this latter condition. Many children stop at the library room after school and take books with them to their cottage.

Library books, radios, and a flag pole have been purchased, recently, from a $500 bequest, made for the purpose of purchasing something that will furnish pleasure to the children. The library, probably, is as good as the average public elementary school library, but most elementary school libraries need more books.

This year 23 pupils attend the Twin Bridges high school Their work is the equal, on the whole, of the work done by other high school pupils. The high school is reimbursed for the instruction of high school pupils of the orphans' home by the counties from which the children were committed, on the basis of the average cost of high school instruction in the particular county from which the child was committed.

A few former inmates, after graduation from high school, attend a business college or one of the units of the greater university. Last year the orphans' home paid the expenses of a student at one of the state institutions of higher education in accordance with the provisions of law.

Evaluation of Provisions for Attaining Educational Objectives: Provisions made for attaining educational objectives may be evaluated, briefly, as follows:

Academic Education: Instruction in academic subjects is probably the equivalent of such work in most public elementary schools and is taken in a regular public high school by the high school pupils.

Fine Arts Education: Art and music are taught in all elementary school grades and music can be continued in the public high school. A teacher from the public schools teaches band on a part-time basis. The work in art and music is probably equal to the work in fine arts in the average public school.

Physical Education: The physical education program consists of folk dancing, calisthenics, basketball, baseball, softball, volley ball, and track, and, in the summer months, swimming, under the instruction of a special swimming teacher. There are also the usual playground running games for children in the primary and intermediate grades. The program is probably nearly adequate, though not elaborate. One defect in the program is the failure to provide corrective exercises for the children who are underdeveloped physically.

Health Education: Pupils in grades one to seven study hygiene. Much of the health instruction is given incidentally in the direction of children in the taking of daily baths, the care of hair and nails, the brushing of teeth, the eating of foods, and the daily routine. Incidental instruction and the forming of health habits is superior to the health education in public schools.

Citizenship and Social Education: There is great need for citizenship and social education because the background of many of the children has been anti-social and many of them have law-breaking parents. A course in civics is taught for one year. This course should be changed to citizenship, and citizenship should be taught in all the elementary school grades.

The situation in which children are continually associated with other children and different adults is excellent for the creation of incentives for learning the social graces and the art of getting along well with other children and adults. Yet, it is difficult to use the excellent situation because new children, with undesirable character traits and vicious habits, are continually being committed to the home. In most respects the staff is doing what it can to discourage anti-social behavior.

Religious Education: Non-sectarian religious services are held on Sunday mornings. Members of the staff teach Sunday school classes. Ministers and priests donate their time for conducting some of the services.

Manual and Vocational Education: Manual and vocational training are taught above the second grade. Last year, basketry, woodworking, farm work, and shoe repairing were taught the boys and sewing and house cleaning were taught the girls. This year it has been impossible to replace the manual training teacher, who resigned, and the woodworking classes are not being held. Since boys should have some kind of shop experiences and there is a new manual arts buildings, a manual training teacher should be employed. Shoe repairing is taught but only one boy is learning the trade.

The older boys learn farming by helping the farmer with farm work, milking and the care of milk, and gardening.

It may be concluded that much of the vocational training is practical but that children have little opportunity to learn trades or even scientific agriculture. Probably the opportunities are not inferior to those of children reared on a farm or in a small town.

Testing Program: In the summer of 1940 a special teacher was employed to administer the Revised Stanford-Binet Intelligence Tests to kindergarten and elementary school children. The work was carried on by the principal of the school in the summer of 1941. Intelligence test results are important as a source of information useful for dealing with children, but it is important that the results for each child be accurate and that the person using the results for guidance, remedial instruction, and the like, fully realize the limitations of tests.

If an educational psychologist should be employed for the state training school for the feeble-minded, as suggested in the report on that institution, he should serve the state orphans' home as well. He would have time not only to administer individual tests but to supervise the use of test results in both institutions. The orphans' home would not require more than one-fourth or one-fifth of his time. If an educational psychologist is not employed, one of the teachers or the principal should devote one or two summers to the special study, in a university, of testing procedures and the use of test results.

At the close of each semester the principal prepares sets of examination papers in the various subjects from the third to the eighth grades. For this purpose she draws upon various standardized, objective tests for the subject matter of the examinations.

Last year, a battery of standardized subject tests was given to the pupils of all grades of the elementary school. In some subjects in several grades, the pupils of the orphans' home rated at or above standard, on the average.

Inmate Welfare:

Guidance and Counseling: Guidance and counseling in the orphans' home is largely helping children to solve their social, moral, health, and general living problems. There is little need for educational and vocational guidance because there is little variation in the curriculum and children have little choice of vocations. Teachers, matrons, and other employes, all have a part in the general guidance of children. Daily, undesirable character traits in children manifest themselves in their relationships with other children. Those in charge take prompt measures in case of theft, falsehood, the use of profanity and obscene language, the carrying of obscene pictures to the orphans' home, and other anti-social activities.

Recreation: The orphans' home has an excellent gymnasium, where the older children devote free time to play with apparatus or to the playing of basketball, volley ball, or to boxing. In the summer the older children swim in the home's plunge and the younger children wade in the wading pool. Cottages are set far enough apart

so that there is adequate room in the court areas in front of the buildings for the playing of running games. The grounds are equipped with ladders, bars, slides, merry-go-round, swings, teeter-totters, and croquet sets. There is need for some small playground equipment for the younger children.

There are glee clubs for boys and girls and a band, all of which serve recreational purposes for some of the children. Last year, one art exhibit was held. All children have access to the school library. Dramatic productions are given in the auditorium, weekly. Special programs are held on national holidays. Motion picture shows are held weekly. Many of the cottages have radios in them. Picnics are held in the summer months. Parties are held at various times throughout the year. alks are scheduled for most of the children.

Health and Medical Service: Illnesses, accidents, tonsil and adenoid operations, circumcisions, and contagious diseases are cared for in the hospital of the orphans' home, at state expense. Last year 430 cases were hospitalized, the large number being due, mainly, to several contagious diseases that were brought to the home by parents visiting their children, and particularly to an epidemic of influenza. Minor operations are performed at the home, but major operations are performed in Dillon. Major operations could be performed at the tuberculosis hospital at Galen.

The home maintains a hospital of 20 beds. The hospital is large enough to accommodate 30 beds if necessary. Each room has from three to six beds and bath and toilet facilities. The hospital building is equipped with the necessary equipment for sterilization, first aid, operations, storing of drugs, dental examination, and dental treatment. In addition, the detention hospital has 16 beds. At the time of observation, only four children occupied hospital beds.

The physician inspects foods, the water supply, and sanitary conditions and checks the menus prepared in advance by the head matron. He vaccinates and innoculates for scarlet fever, diphtheria, small pox, whooping cough, and typhoid, and places newcomers in isolation for two weeks. Card catalogs showing height, weight, and chest measurements and dates of innoculations and vaccinations and of operations are kept for each child.

The physician carries on private practice but makes three visits a week to the home. He also comes on emergency calls. He is paid $150 a month for his services. The dentist makes one visit a week to the home and is paid $75 a month for his services. An oculist comes two or three times a year or when called. Parents are expected to pay for glasses for their children but often do not do so. The total cost of all health service, in 1940-1941, is stated to have been $5,050.[5].

Provisions for Work Experiences: Work experiences are an important part of the education of children. Children make their own beds as soon as they are old enough to do so. They help with the cleaning of the cottages. Girls wash and mend their own stockings. The older girls help with the mending of the clothes of the smaller children and make some of their own clothes. They also help to care for the babies. The older boys milk, clean barns, take care of livestock, take care of gardens and lawns, work in the laundry, help with the butchering, help in the kitchen, and help in the bakeshop.

Articles produced in the girls' sewing room are sold for the home's account to the value of about $50 a month. Children have very little opportunity to earn money for themselves. During the summer months some of the older children are paid small amounts for extra work they do. Only four boys and six girls earned only about $25 each. Children who earn money or who have money given to them by parents are encouraged to save. The total amount to the credit of children was $444.79 on June 30, 1941. There should be more opportunities for children to earn money for their savings accounts and to spend wisely.

Subsistence and Living Conditions:

Board: This year, meals are provided for 300 inmates and 49 employes. Much of the food is produced on the farm. The amount paid for principal classes of foods, and the estimated value of foodstuffs produced on the farm, in 1940-1941, were as follows:

	Produced	Purchased	Total
Milk	$16,314.24	-	$16,314.24
Meat	2,423.44	$1,572.33	3,995.77
Bread (produced in bakery from purchased materials) estimated value	-	3,120.00	3,120.00
Vegetables	2,272.27	1,252.67	3,524.94
Fruit	-	1,935.44	1,935.44
Candy	-	120.39	120.39

The principal product and the principal item of food is milk. Children are given milk at every meal and the younger children are served milk between meals. Milk is not bottled, but is tested for bacteria. Water is also tested.

The milk room is not very satisfactory. As soon as funds are available a new milkroom should be constructed to provide more sanitary conditions for handling the milk.

Meals are planned a week in advance by the head matron and are approved by the physician. A variety of wholesome foods are served and second helpings of some foods are offered to those children who desire more food than the first serving. The cost of food per child is stated to be 29 cents a day.

The dining room is in the basement of the administration building. The space is crowded which prevents teachers, matrons, and other employes from eating with the children, and makes necessary rather strict rules against conversation. However, table decorum, including conversation, is a part of the education of children. It would be well if the dining room were to be made larger and teachers and matrons were to eat with the children, and to be served the same foods, so that table conversation could be encouraged rather than tabooed. It is suggested that employes be assigned smaller living quarters; that the administrative office be moved into rooms released by some of the employes, and that the room now used as an office be used as a dining room.

No record is kept of the total number of servings at each meal. This should be done in order that exact cost figures can be determined for the raw food used per meal and per serving.

A file should be maintained of the standard quantities of materials requires for each recipe of the foods served at the institution.

Cottages: Each cottage is in charge of a matron, who is housekeeper and "mother" to the girls or boys under her charge. The cottages are the living quarters of the children and the buildings they call their homes. They have living rooms, study rooms, play rooms and sleeping rooms. All of these provisions are necessary. Some of the cottages are overcrowded with children.

The capacities of the cottages, and the number of occupants in each, are stated to be, on November 1, 1940, as follows:

Name of Cottage	Capacity	Number of Children		
		Boys	Girls	Total
Nursery	35	28	22	50
Cottage 1	25	31	-	31
Cottage 2	25	27	-	27
Cottage 3	25	-	35	35
Cottage 4	30	-	48	48
Cottage 5	30	-	41	41
Cottage LG	25	29	-	29
Cottage Main	30	39	-	39
Total	225	154	146	300

The figures show a capacity for 225 children and an occupancy by 300 children. Observation confirms the figures in supporting the conclusion that the cottages are crowded, but the crowding is not so serious as might be supposed. The capacities of cottages have been computed, evidently, very conservatively and the 75 excess children simply means that there is less room between the beds and that more children must occupy playrooms and living rooms than the cottages were designed to accommodate.

In order to reduce the danger of spread of respiratory diseases, particularly because of the crowded conditions, the beds should be alternated head to foot.

Clothing: The orphans' home furnishes all clothing for the children. Much of it is made in the main sewing room, where relief matrons and the seamstress work. Some is made in the girls' sewing room. In these rooms are made towels of various sorts, bed linens, dresser scarfs, dresses, underwear, night gowns, and many other articles. Last year 20,199 garments were mended. Stockings are darned and buttons are sewed on clothing. Five electric sewing machines are operated. It is in the sewing rooms that worn out articles are discarded.

The girls sew for 90 minutes a week after the second grade and through the high school grades. They make dresses, Christmas presents of fancy work, and some useful articles for the home such as hand towels, wash cloths, bibs, aprons, and the like. Most of the sewing, however, is done by relief matrons in the general sewing room. To the extent that this involves the employment of help that would not otherwise be required, the various articles should be secured from institutions where they could be made with inmate labor.

Laundry: The matrons in the cottages have charge of the towels, sheets, bed clothing, and the like. They prepare the soiled linens each week for the laundry and the children's clothing twice a week, and sort the articles on their return. Articles needing mending are sent to the sewing room and others are folded and stored.

Laundry equipment consists of three washers, one of which is large, two extractors, one mangle, and four driers. Some of this equipment is new.

It is impossible to determine the cost of operation of the laundry. Electricity is not metered separately, and there is no record of the value of fuel used to heat the water. Laundry costs should be kept, or estimated, as accurately as possible, in order to make it possible to determine whether or not the operation of the laundry is economical.

Four laundry workers are employed full time. They do the personal laundry work of 300 children of various ages and of 52 employes and the laundry work for towels, sheets, and other articles used in the cottages, hospitals, and other buildings. The children of the institution do no laundry work other than to deliver the bundles. The number of laundry workers could be reduced by at least one if the older girls were required to do some work in the laundry after school hours. The work also would be valuable training for some of the older girls. If this were done, it would be desirable to substitute a teacher of laundry to give the instruction in lieu of one of the other employes.

Care of Children: The care of children is a very important item in the expense of operating the institution. Neglected and dependent children are committed to the institution, often with inherited or acquired defects. Many are malnourished or are otherwise physically deficient. There is no place for feeble-minded dependent children to go, except this home, until they are six years of age and can be transferred to the state training school. Numbers of the children, while not insance, are highly emotional and mentally unbalanced. Many of the children have had undesirable social experiences and have developed serious behavior habits. It is the purpose of the orphans' home not only to correct the deficiences of the children committed, but also to protect the children from dangers to their health, safety, and morals arising from their contact with other children. Such children require constant care.

Each cottage has a matron. Also, a number of relief matrons are employed to care for children. The matrons give almost constant care to children, except when the children are in school. They occupy rooms adjoining the children's sleeping rooms at nights. They require personal cleanliness of each child. They supervise the work of children in making their beds and in cleaning the sleeping rooms, the playrooms, and the bathrooms. They supervise the play and study of children in the cottages and on the playgrounds and read to the smaller children in the evenings. The most care is required by the 50 babies, all of whom must be attended continually.

Parents frequently request permission to have their children spend the summer with them. In no circumstance is this permitted. In the first place, the children were committed to the home because parents were unable or unfit to care for their children. Second, their absence from the orphans' home would require a period of 14 days detention when they return, they would return with few clothes, and, worst of all, they would have to be broken again of bad habits they would have acquired while living with their parents.

Farm:

The farm consists of 210 acres, of which about 50 acres are non-productive slough and alkali land, about 35 acres are cultivated, and the remainder are pasture. Additional pasture land is rented. Boys do most of the farm work under the direction of the farmer. The land is used for pasture, the production of hay, and the production of grain. About five acres are devoted to gardening. The garden furnishes green vegetables for summer and root vegetables for winter.

Pork and veal are produced and ham and bacon are produced and smoked on the farm. Milk, cream, and cottage cheese, and chickens for meat and eggs are produced for use and some cream is sold.

On June 30, 1941, the institution had the following livestock:

Dairy cows	47
Other cattle	52
Hogs	105
Horses	7

Grain and forage for the cows are grown on the farm and are also purchased from private individuals. Probably it is necessary for the institution to purchase hay locally, but grain should be secured, whenever possible, from any surpluses of other state institutions.

Care should be used not to overdevelop the farm. The land is not particularly good and the amount of work that can be performed by the children is limited. The work of draining and filling sloughs, which is being done, has doubtful value. It is believed that it would be well to secure advice from the county agent, both as to any major land improvement undertakings and as to the yearly production activities of the farm.

The total value of products of the farm is estimated at $22,934.42, of which $16,314.24 was from the production of 67,967 gallons of milk, valued at 24 cents a gallon.

Physical Plant:

Adequacy of Plant: The land consists of 220 acres, of which 210 acres constitute the farm and 10 acres constitute the building sites and playgrounds. The value of the plant is as follows:

Ground and farm land	$ 4,400.00
Buildings	440,896.55
Equipment	56,292.43
Total	$501,588.98

The oldest building is 47 years old. There are fifteen principal buildings, all brick. The institution's buildings are rather crowded with 300 or more children continually in the institution. If it is to be the policy of the state to continue the care of 300 children in the orphans' home, an additional cottage should be constructed as soon as the state can afford the outlay. The planning board estimates the cost as $45,000 and has included such a building in the construction program for the biennium 1945-1947.

However, by 1945, if the suggested commitment procedure is adopted and greater use is made of foster homes, it is doubtful whether the need will exist for more quarters. It is, therefore, recommended that no further expansion of the institution's capacity be undertaken until a thorough trial has been given to a plan of placing children in foster homes instead of in the institution.

Need for Repairs: Each year some interior and exterior decoration are done. Cottages are in a fairly good state of decoration and repair. Linoleum has been placed on the floors and the walls of some of the cottages have been painted. The steps of some stairs need painting. Some of the dormitory floors need repair and treatment with a preservative. The cottages need fire escapes. Iron ladders from the porch and a platform for each cottage are estimated by the state planning board to cost about $2,500.

The porch of the main building has been repaired recently and the exterior is now being repainted. The building is in fairly good condition, considering its age.

The hospital porch, above and below, has been enclosed with glass. The state planning board has included a convalescent ward for the hospital in its 1943-1945 program. It is believed that such a ward is not needed. Except in case of epidemic, the present wards are not likely to be filled with children, and one of them can be used for convalescing patients. In case of epidemic, the convalescent ward would be used for sick children anyway, if one were constructed.

Considerable repair work has been done, recently, on the school building. It has been reshingled and the floors have been sanded and treated, except the auditorium floor, which needs replacement of boards that are worn and warped and needs to be sanded and then sealed and treated with a lasting preservative. The interior of the school building has been decorated, recently, and all walls and ceilings are clean. Blackboards are painted boards and are very unsatisfactory. Slate or glass blackboards should be installed in their place. However, less blackboard area should be provided. New window shades should be installed to roll both ways from the center, because the rooms are wide and the windows short and as much light as possible should be admitted from the top, except when the sun shines into the rooms. At present, shades roll from the top and a short string is attached, which cannot be reached by the teacher, so that shades cannot be regulated. The result is

that they are left half down and the opposite side of the room is dark much of the day. A string extension on each shade would permit the teacher to raise and lower the shades in accordance with the need for light and could be done without cost. It would, in fact, save electricity and save the later expense of furnishing glasses for some of the children.

A new mangle and a new washer have been purchased recently for the laundry. A concrete floor has been made recently in the bakery and a second hand bake oven and a new mixer have been installed.

The grounds are largely barren except for trees and a few small patches of grass where children have not cared to play. Some filling is needed. Playgrounds need surfacing and plots of grass would improve the appearance of the grounds.

Operation of Plant: Much of the care of buildings is done by children of the orphans' home. Cleanliness is evident in every building. Floors are cleaned with a dry floor mop. Wood floors are filled and wood and linoleum floors are kept waxed and are polished by the children with a hand polisher. A rotary floor machine should be secured for polishing floors. It could be operated by some of the older boys of the home.

Furniture, woodwork, and the walls of buildings are kept clean and free from marks. Toilet rooms are kept clean and the walls are free from marks. Glass in nearly every building was clean at the time of observation.

The institution has a central heating system. The mechanical equipment, including boilers, pumps, water system and refrigeration system, is operated by two engineers, with a third engineer employed for six months a year. One of the engineers also does the plumbing work for the institution. A carpenter is employed full time and a painter part time to keep buildings in repair and decorated.

Fire Protection: The institution is located poorly for fire protection and must depend upon its own provisions for the prevention and fighting of fires and for the saving of lives in case of fire. According to a survey of the fire underwriters, it needs additional water supply and piping, a fire truck and additional hose, for the fighting of fires once they have gained headway. Each floor of each main building is now supplied with chemical fire extinguishers, for extinguishing fires at their start, but extinguishers should be installed also in barns and other small buildings. Last year one barn was burned partly so that it had to be repaired from insurance money collected for the loss.

For the protection of lives, fire escapes should be installed from the second floor of each cottage and the outside doors should be equipped with self-releasing latches or panic bolts.

Unit Costs:

It is difficult to determine unit costs for an institution like the state orphans' home. The number of children varies from week to week and about one-sixth of the inmates are babies, or children under six years of age. There is less expense for food, clothing, recreation, education, and even housing of babies than of school children. On the other hand, there is considerably more expense for the care of babies than of school children.

The expenditures for current operation in 1939-1940 amounted to $83,367.29. The figure is not at hand for the average number of inmates in 1939-1940, but the number is stated to have been 305 in 1940-1941. Assuming the number was the same in 1939-1940 as in 1940-1941, the cost per child would have been $273.34 for the year.

The cost per child for 1939-1940, as computed by the president of the institution was 76 cents a day. This would be the equivalent of $277.40 for 365 days, which is very near the previously estimated figure. The cost per child, for 1940-1941, as computed by the bookkeeper, was 79 cents a day. This would amount to a cost per child for the full year of $288.35.

Receipts and Expenditures:

Appropriations and collections for 1939-1940, as shown by the legislative budget for 1941, were as follows:

Appropriation - salaries and expenses	$82,500.00
Revolving fund	2,625.33
Taylor bequest fund	531.62
Rundell bequest fund	1,678.97
Moler memorial fund	5,300.00
Total	$92,635.92

The Moler memorial fund has been used for the construction of a manual arts and music building.

In 1940-1941, a total of $94,475.29 was available for expenditure. Of this amount, $2,369.43 consisted of various balances, leaving appropriations and collections for the year of $92,105.86. Of this amount, $82,520 was regular appropriation and $3,000 was a deficiency appropriation.

For each year of the biennium, 1941-1943, the appropriation was raised from $82,500 to $87,500, in addition to trust funds accruing to the institution. This amount includes the collections, estimated at $5,000, and all moneys collected will be deposited to the credit of the general fund of the state. Collections consist of small amounts collected from the parents of children, small amounts received from the sale of surplus cream or livestock, and small amounts from sundry sales such as hides from butchered animals and scrap iron.

Expenditures for the last two years were as follows:

	1939-1940	1940-1941
General administration:		
Operation	$22,246.95	$22,018.07
Capital	44.83	-
Repairs and replacements	6.57	90.16
Educational system:		
Operation	7,279.70	8,146.15
Capital	178.93	79.45
Repairs and replacements	15.37	4.36
Physical plant:		
Operation	24,756.38	24,503.16
Capital	9,751.91	2,477.79
Repairs and replacements	4,369.84	7,331.81
Subsistence	24,192.48	26,105.68
Board and maintenance expense	-	39.33
Total	$93,342.96	$90,795.96

Both of these years there was expense that will not recur annually. In 1939-1940, the small manual arts and music building was added to the plant. In 1940-1941, a deficiency appropriation was made to cover a part of the cost of equipment for the laundry and bake shop. Unless there is extraordinary expense, the expense should not reach $90,000 this year.

Value and Cost of Services Rendered:

The value of the services rendered by the state orphans' home has been shown under various headings of this report. The only alternatives for the care of neglected and dependent children, and of the few orphan children, would be (1) increased activity by the department of welfare in finding places where children can be placed out, or (2) the maintenance of such an institution by charitable means. The former alternative is highly desirable to

the extent that satisfactory foster or boarding homes can be found. This will never entirely eliminate the need for the institution, but it could be expected to reduce the number of children cared for in the institution.

The work of the institution is valuable and, at least in part, necessary. There is some reason to believe that some parents shift the responsibility for the care of their children to the state, when they are financially able to share that burden. Furthermore, the care of dependent and neglected children should be primarily a county charge, with only minor state participation in the cost. Only on a state-wide basis can institutional care be provided on a satisfactory basis, but this would not preclude a charge being made against the counties for any children they send to the institution.

Summary of Recommendations:

In summary of the suggestions and recommendations made in this report of a study of the state orphans' home, it is recommended:

Recommendations Not Requiring Legislation:

(1) That the title of the chief administration officer of the institution be changed from "president" to "superintendent" in accordance with the provisions of law.

(2) That the reports of the employes of the child welfare division of the department of public welfare, relating to children for whom application has been made for commitment to the orphans' home, be standardized as to form; that copies of the report of a committed child be delivered to the orphans' home with the child; and that no committed child be accepted by the home without the filing of the investigation report for that child.

(3) That the efforts of the department of public welfare in reestablishing and rehabilitating homes from which children are committed be intensified as a means of securing removal from the institution.

(4) That full data be secured for all children, now in the home, relating to their physical condition, general intelligence, mental stability, and ancestry, in order that adoptable children may find homes and foster parents, as a measure that will both result in economy and in benefit to such children as can be adopted.

(5) That, in order to reduce the number of older children in the home, arrangements be made with the state employment service to use their resources for the proper placement of inmates of the home who have reached the age of 16 years.

(6) That lines of responsibility in the organization of the staff be made definite and that the employes be informed as to their place in the organization.

(7) That the position of manual training teacher be filled as soon as possible.

(8) That corrective physical education be taught to children who are physically underdeveloped.

(9) That citizenship education be taught in each year of the elementary school curriculum.

(10) That more opportunities be furnished for children to earn money for themselves, as an important part of their educational experiences.

(11) That, if the services of an educational psychologist are not secured, on a part time basis, one of the teachers or the principal devote one or two summers in a university to the special study of testing procedures and the use of test results.

(12) That major operations be performed at the tuberculosis sanitarium at Galen, as a measure of economy.

(13) That more room in the main building be used for dining room purposes.

(14) That, after more room is provided for dining room purposes, teachers and matrons eat at the tables with children and be served the same foods as children; and that conversation at the tables be encouraged instead of prohibited.

(15) That records be kept of the total number of servings, at each meal, in order to make possible the determination of the cost of raw food per meal and per serving.

(16) That a file be maintained of the standard quantities of materials required for each recipe of the foods served at the institution.

(17) That the beds be alternated in direction in order to lessen the spread of respiratory diseases.

(18) That, to the extent employes, who would not otherwise be required, are used for sewing, the articles made be secured from institutions where inmate help is available.

(19) That laundry costs be kept, or estimated as accurately as possible, in order tomake it possible to determine whether or not the operation of the laundry is economical; and that the older girls be required to do some laundry work after school hours, and that the number of laundry employes be decreased by one.

(20) That necessary grain required for feeding livestock, above the amount produced on the farm, be purchased, if possible, from the surpluses of grain produced by other state institutions.

(21) That advice be obtained from the county agricultural agent both as to any measures of land improvement and as to the yearly production activities of the farm.

(22) That the plan to construct a convalescent hospital ward be abandoned and that one of the hospital wards be used for convalescing patients.

(23) That fire escapes be provided for the second floors of the cottages; and that fire extinguishers be installed in the small buildings where they are not now installed.

(24) That the floors of dormitories, that have not been repaired or covered with linoleum, be repaired or covered with linoleum, and that the stair steps be painted.

(25) That worn out boards of the auditorium floor be replaced; and that, after repair, the floor be sanded, sealed, and treated with a lasting preservative.

(26) That, as a measure of economy through the saving of electricity and to protect the eyesight of the children, window shades be installed to roll both up and down from the center of the windows, in order that the proper amount of light may be admitted when the sun does not shine in the windows; and that, until this is done, an extension be attached to the string of each shade to permit its being manipulated from the floor.

(27) That the services of a psychiatrist from another of the state institutions be secured to determine the mental condition of mentally unstable children.

(28) That there be no expansion of the capacity of the home until a thorough trial has been given to the suggested plan of using foster homes.

Recommendations Requiring Legal Action:

(29) That a law be enacted (a) requiring each county from which children are committed to the state orphans' home to pay some fixed amount - say $20 a month - for each child committed to and residing in the orphans' home from the county and (b) authorizing the county to collect all or a part of this amount from the parents of the children committed to the home.

(30) That the commitment procedure be revised to preclude the practice of committing children directly to the orphans' home, by a district court, upon petition of a parent or someone else; that all children be committed to the department of public welfare; and that that department be left free to decide, in the interests of each child, whether he shall be boarded in a foster home or in the institution.

(31) That all applications for the commitment of children to the orphans' home filed by any private agency or person be referred to the department of public welfare and that no child be committed to the orphans' home without investigation and report, with recommendation for such commitment by the department of public welfare to the district court, but that the judge retain his discretion in committing children who have been recommended for commitment, and that the officers of the orphans' home retain full rights, now exercised, in rejecting children committed.

(32) That the provisions of law with reference to work of the Montana childrens' home society for the state orphans' home be repealed, since the relationships provided by the statutes do not exist.

(33) That, as soon as funds are available, a new milkroom be constructed to provide more sanitary conditions for handling the milk produced by the dairy.

(34) That slate or glass blackboards be installed in place of the painted blackboards now in the school building, at such time as the state can afford to do so, but that less blackboard areabe provided.

(35) That, when the state can afford the expense, grounds be filled, playgrounds be surfaced, and some landscaping be done, particularly the planting of grass plots in front of the buildings.

(36) That, if an educational psychologist should be employed for the state training school for the feeble-minded, he devote a part of his time to administering tests and supervising the use of test results in the state orphans' home.

STATE OF MONTANA

GOVERNOR'S COMMITTEE ON REORGANIZATION
AND ECONOMY

STATE VOCATIONAL SCHOOL FOR GIRLS

(Report No. 30)

November 4, 1941

Prepared by

Griffenhagen & Associates

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REPORT ON

STATE VOCATIONAL SCHOOL FOR GIRLS

Introduction:

The state vocational school for girls is located seven miles northeast of Helena on a tract of land containing 240 acres. The school was created by legislative act in 1919 for the care, education, training, and safekeeping of girls who are between the ages of 8 and 21 years and who have been legally committed by a court. The number of girls in the institution at the time of the preparation of the annual report of the school for the fiscal year 1940-1941 was 85. A total of 27 had been admitted during that year.

The institution comprises an administration and school building, three cottages, a gymnasium, and several farm buildings. One of the cottages is not needed and has been closed. In addition to the 240 acre tract on which the buildings stand, the school has a hay meadow of 160 acres located some distance away.

Commitment and Discharge Policies and Procedures:

Present Commitment and Discharge Policies and Procedures: The statute relating to the commitment of girls to the vocational school provides that:

> "When any girl between the ages of eight and eighteen years shall, in any court of record or by any judge of the district court of this state, be found guilty of any crime except murder or manslaughter, or if for want of proper parental care is growing up as a mendicant, vagrant, or delinquent, and complaint thereof is properly made and sustained by the evidence, the court or judge may, if in his opinion the accused is a proper subject therefor, instead of entering judgment, cause an order to be entered for such girl to be sent to the state vocational school for girls, in pursuance of the provisions of this act. A copy of such order under the seal of said court, accompanied by a certificate of health, shall be sufficient warrant for carrying such girl to said school, and for her commitment to the custody of the principal thereof..."

With regard to the commitment of girls to institutions that are not operated by the state, the statutes provide that:

"Any female person may at any time apply to the secretary of the bureau of child and animal protection to be admitted to any institution in this state devoted to the purpose of reclaiming or reforming unchaste women, or such as are likely to become so, whereupon such secretary may, in his discretion, make an order directing that such person may be committed to such institution for such period as in his judgment may be necessary."

"Whenever under any law of this state any court, judge, or magistrate is authorized to commit any person brought before him to the industrial school, he may, if such person be a female, order, instead, that such person be committed to and confined in some institution, such as is designated in the preceding section, and there kept in custody for such period, during the minority of such person, as he may direct, and thereupon such proceedings shall be taken as are provided by law in case of commitments to the industrial school."

The bureau of child and animal protection has been abolished. Some of its functions have been taken over by the state department of public welfare.

The statutes also provide that:

"Whenever any girl under the age of eighteen years has been sentenced by any court of competent jurisdiction to imprisonment in the state prison, it shall be lawful for the governor, by and with the approval of the board of pardons, upon the application of such girl, her parent or guardian, to commute the punishment by substituting therefor the commitment of such girl to the state vocational school for girls during the minority of said girl, unless sooner discharged by the executive board, under the regulations as herein provided. But should such girl, after being sent to such school persist in a depraved course, or escape therefrom, it shall be the power of the governor, by and with the approval of the board of pardons, to revoke such commutation and remand her to the state prison to serve out her unexpired term, and the time so spent by her at the state vocational school for girls, or while a refugee therefrom, shall not be considered as a part of her original term of commitment."

Under the authority of this section, the governor has recently transferred one girl from the state prison to the state vocational school for girls.

The statutes further provide that:

"No girl shall be committed to said school who is subject to epileptic fits, and she must be possessed of that degree of mental and bodily health which would render her a fit subject for the training of said school."

"Each girl committed to the state vocational school for girls shall remain there until she arrives at the age of twenty-one years, unless paroled or legally discharged; provided, that it shall be lawful for the executive board to discharge therefrom any girl, an inmate thereof, who has arrived at the age of eighteen years, if it be made to appear that while there as an inmate she deported and conducted herself in such a manner as to make it reasonably probable that she has reformed and is a proper person to be discharged."

"The executive board may at any time, if a girl has been in the state vocational school for a period of one year, discharge or release such girl on trial or parole, but in all cases where she is released on trial or parole she must at stated intervals report her conduct to the principal and present certificates of good behavior, whereupon her leave may be extended. It shall be the duty of the principal to recall any girl who is not conducting herself properly, or who may not have a suitable home."

It has been the practice for the principal of the school or one of the other members of the staff to handle all the details of securing adequate placement opportunities for the girls who are discharged or paroled.

Suggestions as to Commitment and Discharge Policies and Procedures: It is suggested that the responsibility for making pre-parole and placement investigations and for parole supervision be transferred from the vocational school to the department of public welfare. The responsibility of a prison, training school, or hospital should end when the inmates leave and there is no reason why an exception should be made for the vocational school. Furthermore, the department has available a staff trained in social case work and in securing social data, and it has local officers distributed over the state and readily available in each community. It is therefore believed that better service at no greater, and possibly at less, cost to the state would result from the change.

The placement of girls outside the school and their supervision on parole is an important part of their rehabilitation and close coordination between the work of the school and of the welfare department would be essential under the proposed arrangement. It is, therefore, suggested that an official of the welfare department in the state office in Helena, preferably the director of child welfare services, be specifically designated to take charge of the juvenile delinquent placement and parole activities throughout the state. The statutory provisions requiring the parolees to report to the principal could continue to be complied with until such time as the law is amended to terminate this practice.

It is also suggested that, wherever possible without excessive additional expense, the case workers having supervision of parolees be permitted to visit the school periodically and to interview the girls who are later to be released into their custody.

The foregoing transfer of functions would result in savings to the school of the traveling expenses of the staff on parole matters and in roughly corresponding increases in the expenses of the welfare department. It may be possible for the latter agency to absorb the increased costs with its present appropriations, or it may be necessary to await legislative action to adjust the two appropriations.

The school occasionally receives pupils who are mentally deficient and are not capable of profiting from the training provided at the school. It has been the policy of the school to retain such children and to attempt to train them as much as possible. This is unfortunate because the principal (as the superintendent of the school is legally designated) is authorized by law to place the names of mentally deficient persons on the waiting list of the Montana state training school. The principal should immediately place on such list the names of the present pupils who are sufficiently deficient mentally to make it unwise to retain them.

This procedure would also provide a remedy for the sterilization problem. Sterilization is sometimes desirable for mentally deficient girls, both for their own interests and for society, but the vocational school does not have the authority to authorize this operation. The training school, however, has such authority by law and performs sterilizations when indicated.

Organization and Staff:

It is difficult to determine from the statutes who has the responsibility for administering the state vocational school for girls. One statute provides that:

"The general control and supervision of the state university, state normal college, college of agriculture and mechanical arts of Montana, the eastern state normal school, state orphans' home, state industrial school, and the state vocational school for girls are vested in the state board of education." (Sec. 841, R. C. M. 1935)

"There shall be an executive board, consisting of three members, for each of said institutions named in the preceding section, two of whom shall be appointed by the governor, by and with the advice and consent of the state board of education, and the president of such institution shall be ex-officio member of said board. At least two of said members shall reside in the county where such institution is located. Said executive board shall have such immediate direction and control, other than financial, of the affairs of such institution as may be conferred on such board by the state board of education, subject always to the supervision and control of said state board." (Sec. 842, R. C. M. 1935)

Another statute provides, however, that:

"There shall be an executive board, consisting of three members, to have a general supervision or control of said institution, two of whom shall be women and all of whom shall be citizens of the state, appointed by the governor, by and with the consent of the state board of education, and the principal of said institution shall be an ex-officio member of said board, without a vote." (Sec. 12522, R. C. M. 1935)

"It shall be the duty of the executive board to secure and employ, as principal of the state vocational school for girls, a thoroughly competent and qualified woman whose training in the management of such an institution would make her eligible for such position; said appointment to be subject to the approval of the governor and the state board of education."

One statutory provision specifies that the salaries of the principal and other employes of the school shall be fixed by the executive board subject to the approval of the state board of education.

There is definite need for clarifying the statutes relating to the administration of the state vocational school for girls. There should be a specific assignment of responsibility and an accompanying delegation of authority commensurate with the responsibility.

The schematic list that follows shows the staff of the school.

Title of Position	Monthly Rate of Pay
Principal (superintendent)	$180 M*
Secretary-bookkeeper	85 M
Farm and plant manager	140 M
Engineer	90 M
Dairyman	70 M
Relief fireman, truck driver	60 M
Farmhand (2)	50 M
Laborer (butcher)	40 M
Principal	100 M
Grade teacher	85 M
Teacher (2)	80 M
High school teacher	80 M
Orchestra and chorus director (part time)	65 M
Assistant superintendent	90 M
Relief supervisor	40 M
Laundry and relief	50 M
Beauty culture teacher	40
Housemother (Canaday Hall)	60 M
Afternoon supervisor (Canaday Hall)	50 M
Kitchen supervisor (Canaday Hall)	48 M
Night supervisor (Canaday Hall)	40 M
Housemother (Maria Dean)	60 M
Kitchen supervisor (Maria Dean)	50 M
Housemother (Maria Dean)	50 M
Night supervisor (Maria Dean)	40 M

*M - Full maintenance

In addition to the foregoing staff, a physician, an oculist, and a dentist are retained on a part-time basis as required. The staff is well organized and assigned and appears to be fully adequate to conduct a comprehensive program of rehabilitative education.

If the recommendations made elsewhere in this report are carried out, the two farmhand positions would be unnecessary and should be abolished. It might be necessary to employ casual laborers during the haying period.

Educational Program:

The statutes require that the curriculum of the state vocational school for girls include home economics, some branches of horticulture, agriculture, animal husbandry, and a course of study similar to that taught in the public schools. The state board of education is empowered to add additional courses of study including "branches" of vocations or trades. These statutory provisions indicate that the need for both academic and vocational training was recognized, but some of the specific subjects designated should not be taught in this type of school.

At present the curriculum of the school does not include any formal courses in horticulture or animal husbandry. However, the girls do perform a limited amount of work in caring for the grounds of the school and in the raising of vegetables on the farm. Some instruction in gardening is desirable, but this should be kept at a minimum. The statute requiring instruction in certain specific agricultural subjects should be amended to provide that the curriculum include both academic and vocational training appropriate to the needs of the inmates and the current employment opportunities. It is further recommended that the help of the consultants on the staff of the state superintendent of education be freely sought and utilized in planning and administering the educational program.

The academic subjects taught in the school are identical with those offered in the public schools of the state. Both the grade school and the high school meet the standards of the state for full accreditation. Based on the enrollment during the last school year there were 22 elementary pupils per teacher and nearly 16 high school pupils per teacher. (The home economics teacher and the music teacher are not included in these computations.) In spite of the fact that the grade teacher is required to teach five school grades, neither of these pupil-teacher ratios is excessive. No additional academic teachers are needed at this time.

The vocational training program of the school includes stenography, beauty culture, home economics, and a small amount of nursing. In home economics formal classroom work is offered and practical training is given in cooking, dish washing, laundrying, sewing, and other miscellaneous household duties. The program appears to be satisfactory in general but the following suggestions are made with regard to two possible improvements.

Nursing at present offers many opportunities for employment to qualified girls and they should be encouraged to enter the profession. The school has taken some steps in this direction, but the chief obstacle has been the fact that chemistry and biology were not available to the pupils.

It is recommended that an agreement be made with the Helena school officials whereby the girls who are interested in studying nursing may attend the science classes of the Helena schools.

It is further suggested that more emphasis be placed on the home economics training and less on the beauty culture and stenographic work.

The disciplinary policy of the school seems to be beneficial to the proper training of the girls. Emphasis is placed on the positive factors that promote good conduct rather than on punishment after misbehavior. The recreational program is well developed, and pupil organization for promoting school activities is operating successfully. On the whole, the educational program of the school is well planned and administered.

Medical Care:

The medical staff of the state vocational school for girls consists of a part-time physician who receives $45 a month, a part-time dentist who receives $40 a month, and an oculist who works on a fee basis.

Except for infirmary quarters, there are no facilities for medical care at the school. When the services of the physician are needed, girls are taken to his office in Helena and the physician does not come to the school in any case. Where hospitalization is necessary, the patients are taken to one or the other of the two hospitals in Helena, in alternation, and a per diem fee is paid. Obstetrical cases are taken to the Florence Crittenton home for confinement. A fee of $75 each is paid to the physician for appendectomies, over and above the monthly payments.

It is believed that this money now expended for medical care could be utilized to considerably better advantage in terms of medical service. It is suggested that the vocational school arrange with the training school at Boulder to secure the services of the training school physician (now on a part-time basis but recommended in another report of this series to be employed full-time) as required. It should be possible for him to visit the school once or twice a week on the average and the cost to the school in terms of mileage and the pro rata share of his regular salary at the training school should be small.

At the same time, it is suggested that the elective surgical operations be done at the state tuberculosis sanitarium at Galen, which is well staffed and equipped for such work. While the school should bear any additional expenses caused the sanitarium for such work, the cost would be far less than the present $75 for the surgeon and the charges for post-operative hospitalization.

Emergency surgical cases and acute medical cases would continue to need hospitalization in Helena. It is recommended that the policy of alternating between the hospitals be discontinued and that a contract be let on a competitive basis with the hospital bidding the lower price for the entire service.

A physical examination is given each girl when first committed to the institution, but there is no provision for subsequent regular examinations. Annual physical examinations should be given all girls in the school.

In order to reduce the spread of respiratory diseases in the sleeping rooms of the cottages, it is suggested that the head of each alternate bed be turned so as to face the opposite direction from the one next to it.

Food Service:

A kitchen and dining room are maintained in each of the two cottages occupied by the girls of the school. The menus are prepared by the kitchen supervisors and approved each morning by the assistant superintendent. Although substantially the same type of food is served in each cottage, the menus are not the same. It would be desirable to have uniform menus in each cottage, and these should be prepared a week in advance. In the absence of a trained dietitian, these menus should be checked periodically by a physician to assure proper balance and content of the diet.

The present dietary records are inadequate. The following records are suggested as among those that should be kept.

(1) Written requisitions for food supplies for each cottage.

(2) Monthly forecasts of food quantities necessary to be purchased.

(3) Written menus prepared a week in advance.

(4) A schedule of standard servings per person.

(5) A file of recipes with standard quantities.

(6) Records of the weight and quality of plate garbage.

(7) Counts of the number of meals served to employes and pupils.

(8) Records of raw food costs per meal and per serving.

Without such records as these, it is impossible to control the preparation of food or to prevent waste. It is estimated that the average raw food cost per meal was about eight cents during the fiscal year 1940-1941, but the exact number of meals served during this period is not known.

Housekeeping Service:

Most of the housekeeping services seem to be satisfactory for an institution of this size. It is suggested, however, that a monthly inventory be made of all linens and tableware. Also stricter control over the condemnation of housekeeping equipment and utensils should be instituted through the return of used articles before new ones are issued.

Plant and Equipment:

There is an individual steam heating plant in each building. Coal is used as fuel and all of the furnaces are equipped with thermostat-controlled stokers. Even though the institution is small, it would be desirable to keep records of the cost of heating each building by recording the amount of coal delivered to the several coal bins and adjusting for comparative purposes on the basis of a degree-day record.

It has been the practice to maintain a pile of coal on the ground near the building housing a part of the dairy equipment. There is always waste in piling coal in this manner especially where there is traffic near the pile. A small coal bin should be constructed to house this coal with the lumber available at the institution.

The potable water supply of the institution is secured from a surface well located near the buildings and near a small polluted stream. Although the water is tested annually and has been found to be potable, this situation presents a serious health menace.

It is recommended that as soon as funds are available a deep well be driven. Meanwhile, the surface well water should be tested at least once a month by the board of health as to chemical and bacteriological content. In addition, a large opening in the cover of the well should be closed tightly.

Two antiquated belt-driven reciprocating pumps are used to supply the water for the school. A modern centrifugal pump would probably pay for itself in power savings in a few months and it is recommended that one be purchased out of current funds.

An arrangement should be entered into with the state highway commission to secure assistance in any necessary construction, repair, or maintenance work on the roads and bridges of the school where such work requires facilities not available at the institution.

Fire Defenses:

Although some improvements have been made recently the fire defenses of the institution are inadequate. Except for the protection provided by chemical extinguishers, the institution must rely on the Helena fire department, which requires fifteen minutes to make the run to the school.

It is recommended that the following improvements be made in the fire defenses of the school, none of which requires any substantial expenditures:

(1) That realistic fire drills involving the actual removal of girls from the buildings be held regularly.

(2) That employes be assigned to definitely designated posts of duty in case of fire and that surprise drills involving reporting to these posts be held periodically.

(3) That at least two of the steel grills be removed from opposite ends of the second stories of the cottages, to provide emergency exits in addition to the fire escapes.

(4) That an eight-inch centrifugal pump now connected to the well be utilized for fire defense purposes. The capacity of this pump is greatly in excess of the domestic water needs of the school and it is said to pump the well dry in ten minutes. However, this pump would be of major use for fire fighting if it were connected to draw from a sump in the nearby stream and to discharge through a dry line and hydrant for fire use only.

(5) That a survey of the institution by the board of fire underwriters of the Pacific be sought and that the recommendations made be carried out so far as funds are available.

When funds are available, the following should be provided for fire defense purposes:

(1) A deep well and pumps sufficient for fire fighting demands.

(2) An overhead water tower.

(3) Adequate water mains in a belt arrangement with properly located hydrants.

(4) A call box and direct wire to the Helena fire alarm system.

(5) A chemical, hose, and ladder truck.

(6) Properly partitioned stair wells with doors.

Farm:

The state owns 400 acres of land at the school, of which about 60 acres are under cultivation. The remainder of the land, except that occupied by the buildings, is devoted to native grass hay or is used for pasturage. Vegetables are grown on the cultivated land, primarily for consumption at the school. A few are sold and some are given to other state institutions. The soil contains alkali and in general the yields are not large.

Dairy and beef cattle are raised on a fairly large scale. The institution also raises a number of hogs and poultry and keeps some stock for use around the farm. The inventory of the livestock as of June 30, 1941, was as follows:

Type of Livestock	Number
Hogs	111
Beef cows	31
Heifers	26
Steers	16
Holstein bull	1
Spring calves	29
Milk cows	20
Short horn bull	1
Ducks and ducklings	66
Geese	73
Chickens	400
Horses	15

The dairy cows produce adequate quantities of milk for the use of the institution. Individual records of the production of each cow are kept and the herd is being improved gradually. Co-operation with other state institutions in securing good dairy cattle would be of assistance in building up the herd and it is recommended that exchanges and loans be made of dairy bulls and cows.

According to the manner in which the financial accounts have been kept, the farm has been operating at a small profit. This apparently has not always been the case in the history of the institution and it has generally been found to be impracticable and costly for an institution of this kind to develop an intensive farm program. The girls are not able to do a great deal of work on the farm and in effect the institution engages in an activity that is normally conducted as a private enterprise. The energies of the administrative staff should be directed toward caring for the needs of girls committed to the school rather than in the problems of raising cattle and hogs in competition with private interests. The agricultural commodities needed at such a school can usually be secured either from other state institutions or by purchase in the open market.

It is, therefore, recommended that this institution discontinue raising vegetables and producing beef cattle, hogs, and poultry. The animals now at the school might well be transferred to another state institution.

Since the dairy equipment is available and the needs of the school for dairy products cannot be met by other state institutions, the dairy herd should be retained. The land now in cultivation should be devoted to raising alfalfa or other feed for the dairy cattle. If it is found that sufficient forage crops for the dairy cattle can be grown on the main 240 acre tract, including the land on which vegetables are now raised, the 160 acre hay meadow should be sold.

The institution has no pasteurizing equipment and bacteria counts of milk are made only when an inspector of the livestock sanitary board collects samples. Pasteurizing equipment should be secured as soon as funds are available. In the meantime more frequent bacteria counts should be made of the milk. It would be desirable to have samples tested by the laboratory of the livestock sanitary board as often as once a week.

The dairy barn at the institution is a great deal larger than is needed, and there are a number of stanchions that are not being used. These should be transferred to some other state institution.

The chicken houses at the institution are also much larger than necessary. It is suggested that they be torn down and that the lumber be used either at this or some other state institution.

Receipts and Expenditures:

The statutes provide that the county from which a girl is committed shall be liable for the expenses of care, education, training, and safekeeping of such girl. However, the amount of the payment may not exceed 35 cents a day. This, of course, is not sufficient to pay the entire cost of caring for the girl. Prior to the beginning of the present biennium these collections were placed in the vocational school revolving fund, but in accordance with a recent act of the legislature they are now deposited to the credit of the general fund. The total income of the vocational school revolving fund during the fiscal year 1940-1941 was $11,531.93.

Each school district from which a high school girl is transferred to the state vocational school for girls is required to pay to the vocational school an amount equal to the per pupil cost in the high school of that district. Formerly these amounts were placed in the vocational school revolving fund as high school tuition. This fund has now been abolished, and the receipts are deposited to the credit of the general fund. The receipts from this source amounted to $4,138.92 in the fiscal year 1940-1941.

In the past when a girl was transferred to the Florence Crittenton home, which cares for the obstetrical cases of the school, the counties continued to pay the vocational school for the care of the girl. The Florence Crittenton home then received its compensation from the school. When the budget showing estimated receipts and expenditures was submitted to the legislative assembly, it was apparently understood that this procedure would be continued. However, in accordance with an opinion of the attorney general the method of handling these funds has been changed and now the counties pay the private home directly. Thus, the money appropriated by the legislature to the school for the payments to the Florence Crittenton home is available for other purposes.

The present procedure of handling these payments to the Florence Crittenton home circumvents the obvious legislative intent. It is therefore recommended that the expenditures of the school be reduced by an amount equal to the estimated total of these payments.

The expenditures of the state vocational school for girls during the fiscal year 1940-1941 were as follows:

Class of Expenditure	Amount
General administration	$10,005.33
Educational system	6,631.03
Farm	6,590.71
Physical plant	13,891.82
Subsistence	18,648.29
Total	$55,767.18

These expenditures include an amount of $7,520.24 as the value placed on the agricultural commodities produced and consumed by the institution. Thus, the total cash expenditures were $48,246.94.

The institution operated during 1940-1941 at a cost of $1.65 per inmate day.

The legislature appropriated $44,000 to the school for each fiscal year of the current biennium. There is also an appropriation of $400 for rewiring and an appropriation of $281.96 for fire escapes carried over from the last fiscal year and available for expenditure in the current fiscal year.

Summary of Recommendations:

The recommendations expressed or implied in this report may be summarized as follows:

Recommendations Not Requiring Legislative Action:

(1) That, in order to secure better service at the same or less cost and in order to conform with the practice of the other state institutions, the school be relieved of its present responsibility for pre-parole and placement investigations and for parole supervision; that these functions be vested in the department of public welfare to be carried out through the several county offices; and that one of the present supervisory staff of the Helena office of the department be specifically designated to supervise the juvenile parole work throughout the state.

(2) That, to insure coordination of the work when this arrangement is established, provision be made wherever possible without excessive expense for the social workers to whom parolees are to be assigned to visit the inmates at the school before they are paroled.

(3) That, in order to maintain the institution as in fact a school, girls who are deficient mentally, to the extent of being unable to profit from the education offered, be transferred to the state training school; and that the same action be taken with regard to mental deficients where sterilization is indicated.

(4) That, in order to improve the educational program of the school, the assistance of the consultants on the staff of the state superintendent of education be sought and used.

(5) That, in order to provide better educational opportunities, an arrangement be made to permit the girls who are interested in nursing to attend science classes at the Helena schools; that the girls be thoroughly informed of the opportunities available in the field of nursing; that care be exercised not to overdevelop the stenographic and beauty culture training; and that emphasis be placed on home economics subjects.

(6) That, in order to secure improved medical service at the same or somewhat less cost, the present arrangement with a physician by which girls are diagnosed and treated in his office in Helena be discontinued; that an arrangement be made for the physician on the staff of the state training school at Boulder to come to the vocational school at regular intervals and as required; that the elective surgical operations be done not in Helena but at the state tuberculosis sanitarium, which is well equipped for such work.

(7) That, as an economy measure, the practice of sending girls to the two Helena hospitals in alternation be discontinued; and that, instead, a contract be entered into with the lower bidder of the two hospitals to furnish all the hospital care required by the vocational school, except such as can be furnished by the state tuberculosis sanitarium.

(8) That, to improve the health of the inmates, annual physical examinations be made of all girls in the school; and that, to prevent the spread of respiratory infections, the beds in the dormitories be turned head to foot.

(9) That, in the interest of economy and to improve the dietary service, the menus be prepared weekly in advance; that they be the same for both cottages; and that the physician check the menus frequently to insure the proper balance and content of the diet.

(10) That, in the interests of economy, the dietary records be improved as suggested in the text of the report.

(11) That, in order to provide better control over housekeeping supplies and equipment, a monthly inventory be made of all linens and tableware; and that stricter condemnation procedures be instituted.

(12) That, in the interests of economy, a record be kept on a degree-day basis of the cost of heating each building.

(13) That, in order to prevent waste of coal, a small bin be constructed near the building housing a part of the dairy equipment.

(14) That, to abate what appears to be a serious health hazard from a surface well, pending the driving of a deep well, bacteriological tests of the water be made at least monthly; and that an opening in the cover of the well that now exists be tightly closed.

(15) That, to reduce operating costs and to effect a net saving, a centrifugal pump be installed to replace the present antiquated reciprocating pumps.

(16) That, to improve the grounds of the institution, an arrangement be entered into with the state highway commission whereby assistance can be secured in construction, repair, or maintenance work on the roads or bridges at the school.

(17) That, in order to improve the fire defenses of the school, realistic fire drills be regularly held; that employes be assigned to specific posts of duty in case of fire; that the steel grills be removed from at least two of the second story windows of each cottage to provide emergency exits; that steps be taken to utilize for fire fighting a large centrifugal pump that is available; and that the board of fire underwriters of the Pacific be requested to conduct a survey of the fire defenses of the school.

(18) That, both as a probable measure of economy and as a means of restricting the school activities to their proper educational and rehabilitative functions, the raising of vegetables and the production of beef, pork, and poultry products be discontinued; that the beef cattle, hogs, and poultry be transferred to some other state institution; that the farm staff be correspondingly reduced; and that such of the land be sold as is not needed to produce forage for the dairy cattle.

(19) That, in order to improve the dairy herd, an arrangement be made to exchange or borrow bulls and cows from other state institutions.

(20) That, in order to prevent waste through deterioration, the chicken houses at the institution be torn down and the lumber put to a useful purpose by some state agency; and that the excess dairy equipment be transferred to some other state institution.

(21) That, to protect the health of the girls, a weekly bacteria analysis be made of the milk.

(22) That, in the interests of complying with the intent of the legislative assembly, as expressed in the appropriation act, the expenditures of the school be reduced an amount equal to the estimated payments to the Florence Crittenton home, if the school is not to have these expenditures charged against its appropriationsas was contemplated.

Recommendations Requiring Legislative Action:

(23) That a statute be enacted by the legislature clarifying the status of the executive board and definitely fixing the responsibility for the administration of the school.

(24) That the statute specifying the specific subjects to be taught in the school be amended to provide that the educational program include both academic and vocational subjects and that such program meet the standards established by the state board of education.

(25) That, as a fire defense measure and to improve the domestic water supply, an overhead water tank be erected and a deep well be drilled; and that certain other specified capital outlays be made when funds are available.

(26) That pasteurizing equipment be installed as a protection to health when funds are available.